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ABSTRACT

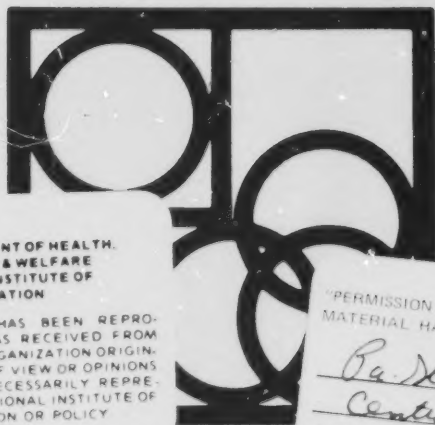
A study was conducted of state postsecondary education planning commissions created by the Higher Education Act of 1965, Section 1202. The primary objective was to investigate positions expressed by commission members on issues of importance to postsecondary education. It also undertook to relate available objective factual data regarding the social, educational, and economic characteristics of the members to the positions expressed and to analyze some of the social and educational implications of these characteristics when viewed alone. Data on each commission member in the United States were gathered by a questionnaire and survey method. Information was obtained on their age, race or ethnic group identification, occupation, education, income, and religion. The main issues of the study were the views of the commission members concerning membership and composition of the 1202 commissions, access to postsecondary education, and duties and responsibilities of commission members. Recommendations are presented and appendices include the 1972 Amendments to the Higher Education Act of 1965 and the study questionnaire. (SW)

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State Postsecondary Education Planning (1202) Commissions: A First Look

J. Leonard Salazar
S. V. Martorana



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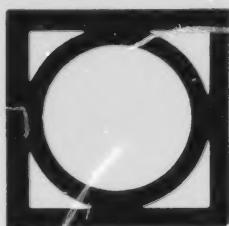
Center for the Study of
Higher Education

The Pennsylvania State University

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Higher Education
The Pennsylvania State University

University Park, Pennsylvania

June 1978

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FOREWORD

Among the several thrusts in research and development in post-secondary education to which the Center for the Study of Higher Education at The Pennsylvania State University is committed, that concerned with planning, coordination, and governance of post-secondary education at the state level is held high. Recent trends in the field indicate a need for this attention not only to monitor and understand the nature and significance of changes at the state level, but also to comprehend more clearly the likely impact state-level developments have on institutions and their governance and modes of operation.

The study of the characteristics of members of state post-secondary education ("1202") planning commissions by Salazar and Martorana deals with a new development at the federal level that gives evidence of affecting deeply the governance patterns of post-secondary education at both state and institutional levels. The results of the study merit notice by practitioners and scholars in the field alike. Moreover, the fact that the commissions are still in the early stages of development indicates that continued analytical inquiries into their membership, scope of function, and operational practices would serve both them and the field at large well. The center intends to continue such inquiries.

This publication represents another feature of the center in which we take some pride, the encouragement of a senior and a junior person, moved by a common wish to serve postsecondary education through effort in research to collaborate and make known the results of their work. This study, basic to this report, is a doctoral study done as a requirement for the Ed.D. in the program for higher education at Penn State University; J. Leonard Salazar is to be commended for the independent work he did. To build that work into this monograph, however, required building also on the prior work and continuing interest of S. V. Martorana who started his inquiries into the role of college trustees and state boards of higher education some twenty years ago. Together, their efforts produced this publication, and the center is pleased to make it available on a wider scale.

Kenneth P. Mortimer
Director, Center for the
Study of Higher Education
May 1978

PREFACE AND ACKNOWLEDGEMENTS

Who decides the policy that guides the direction of development and broad procedures of operations undertaken by postsecondary education is a question of deep importance to both the collegiate-level institutions and the general society. The emergence of a new agency with federal statutory authority to engage in comprehensive statewide planning of all postsecondary education, therefore, requires examination of the adjustments that its entrance will force upon existing mechanisms and processes for policy in postsecondary education. This study is seen as an early effort in what is expected to be a continuing task. From it, we hope will come both a better understanding of the federally inspired State Postsecondary Education Commission and of planning, coordination, and governance of this level of education in general.

The authors, particularly Martorana, have had an interest in statewide planning and coordination of public and private postsecondary educational institutions in the United States for some time. This study of State Postsecondary Education Commissions, "1202 Commissions," grew logically out of others produced earlier related to state planning and coordination, institutional boards of trustees, administration and management, and the policy frameworks of postsecondary education at both institutional and state levels.

The initiative to place the emphasis on Commission membership and composition characterizes another of the authors' joint interests—the push for equal educational opportunity for all citizens in America. Because of their obvious newness, the role state Postsecondary Education Planning Commissions will play in expanding the reach of colleges and universities is relatively unknown. There is no information yet at hand about how the duties and responsibilities accepted by the 1202 Commissions and how the perceptions the commissioners carry of crucial issues in American higher education will affect expansion of postsecondary educational opportunity. Some basic insight into these matters was sought in this study; we believe it both gives some answers currently valid and lays a baseline for further examination of the questions posed.

This study and report was a joint effort of The Pennsylvania State University Center for the Study of Higher Education (PSU/CSHE), the Executive Officers' Association of State Postsecondary Education Commission, and the State Higher Education Executive

Officers' Association (SHEEO). We are pleased and privileged with this opportunity and grateful to their executive leaders and staffs for their help. In the summer of 1975, contact was made with State 1202 Executive Officers, members of the SHEEO group, and personnel in the United States Office of Education. Each group contributed ideas and suggested topics for investigation. Their cooperation was critical to both the design and accomplishment of this study.

Several persons should be mentioned by name because of the special bearing that their cooperation and help had on the project until its ultimate completion. We want especially to say "thank you" to:

Charles I. Griffiths, Director, State Planning Commissions Program, U.S. Office of Education

John D. Phillips, Deputy Commissioner, Bureau of Postsecondary Education, U.S. Office of Education (at the time of the study); now Executive Director, National Association of Independent Colleges and Universities
William Arceneaux, Commissioner, Higher Education, Louisiana State Board of Regents

Richard M. Millard, Director, Postsecondary Education, Education Commission of the States

We want also to extend sincere appreciation to the help and support given us by staff members in the PSU/CSHE: Betty Meek, Administrative Aide; Marilyn Downing, Secretary; and Steven Bragg, Graduate Assistant; the first two for work on the manuscript and the last for help in statistical analyzation of the data. We appreciate not only that we got the badly needed help, but also that it was always cheerfully given.

S. V. Martorana

J. L. Salazar

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CHAPTER 1

STATE POSTSECONDARY EDUCATION PLANNING COMMISSIONS ENTER THE SCENE

For nearly 200 years higher education in the United States functioned with relatively little influence exerted by the federal government. During the past twenty years, in contrast, a number of events and pressures from the federal level shaped development of colleges and universities in fundamental ways. The relationship with the federal government, for example, intensified with the advent of the National Defense Education Act of 1958 and the Higher Education Facilities Act of 1963, which established State Facilities Commissions for construction of undergraduate academic facilities. Subsequent actions by both the Congress and federal agencies have caused changes in many areas of policy and operations, such as student admissions, student aid programs, scientific research, and disposition of funds provided under a widening range of federal laws. Indeed, the acceptance by the field of the general term postsecondary education as a substitute for the more restrictive one of higher education can be traced to actions beginning at the federal level.

These national-level developments, among many others, served to stimulate the states to expand the powers of existing agencies or to create new coordinating and planning agencies to exercise some control over developments in postsecondary education. The overall result is more state control in the design of educational programming, the establishment of new institutions, the review of budgeting, the coordination of statewide planning, and other matters involved in the evolution of a state's postsecondary educational enterprise. The most recent federal actions, and those of most interest to readers of this report, are those taken in 1972 and 1976.

1972 Federal Amendments

In 1974, the Congress of the United States enacted and the President signed P.L. #92-318, a set of amendments to the Higher Education Act of 1965. Sections 1202 (State Postsecondary Education Commissions) and 1203 (Comprehensive Statewide Planning) of the amendments provided for the establishment and funding of state commissions to improve planning for the use of state and

federal resources for postsecondary education.

Subsequent to the passage of the legislation, the United States Office of Education organized an internal task force in June 1972 to develop regulations for administering the act. Their recommendations were transmitted to the Deputy Commissioner for Higher Education in February 1973. After a long period of debate and a temporary suspension of activities concerning the law, a Congressional appropriation was provided in March 1974, and the Secretary of the Department of Health, Education and Welfare approved the funding plan for fiscal year 1974. The plan divided the total funds available for comprehensive planning from Section 1203 equally among Section 1202 state commissions.

Suddenly, the lexicon of higher education had a new term. Within six months after enactment of the law, the phrase "the 1202 Commission" began to take on meaning in postsecondary education technical language. It also began to carry connotations in the minds of those using it. To proponents of statewide approaches to planning and coordination, an affirmative response was elicited; to advocates of institutional and campus autonomy, the term expressed negative possibilities.

Several key points of the legislation were controversial. They appeared chiefly in two statements in Section 1202 and one in Section 1203.

In Section 1202 appears:

Any state which desires to receive assistance under section 1203 or Title X shall establish a State Commission or designate an existing State agency or State Commission (to be known as the State Commission) which is broadly and equitably representative of the general public and public and private nonprofit and proprietary institutions of postsecondary education in the State including community colleges (as defined in Title X), junior colleges, postsecondary vocational schools, area vocational schools, technical institutes, four-year institutions of higher education and branches thereof.

The element that drew prolonged, intense attention and provoked much debate was the meaning of the term "broadly and equitably

representative of the general public" and of the full range of types of institutions later cited.

Also in Section 1202 is:

Any state which desires to receive assistance under Title VI or under Title VII but which does not desire, after June 30, 1973, to place the functions of State Commissions under such titles under the authority of the State Commission established pursuant to subsection (a) shall establish for the purposes of such titles a State Commission which is broadly representative of the public and of institutions of higher education (including junior colleges and technical institutes) in the State. Such State Commissions shall have the sole responsibility for the administration of State plans under such Titles VI and VII within such state.

Here, several bones of contention appeared. Giving the new state commissions authority over decisions about federal funds for the equipment part of Title VI and all of Title VII (construction of academic facilities) was one, "sole responsibility" for administration of state plans pertinent to these titles was another.

Section 1203, Comprehensive Statewide Planning, authorized the United States Commission of Education to fund planning activities. In part, it read:

The Commissioner is authorized to make grants to any State Commission established pursuant to Section 1202(a) to enable it to expand the scope of the studies and planning required in Title X through comprehensive inventories of, and studies with respect to, all public and private postsecondary educational resources in the State, including planning necessary for such resources to be better coordinated, improved, expanded, or altered so that all persons within the State who desire and who can benefit from postsecondary education may have an opportunity to do so.

This proposition attracted reaction from several quarters because Title X encompassed two critically important sub-titles: (A) Community Colleges and (B) Postsecondary Occupational Education. Giving the planning functions for these titles to 1202 Commissions drew critical questions from community colleges, vocational educators, and state agencies at elementary and secondary, as well as the higher education, levels.

1202 Commission Birth Pains: Controversy Over the Legislation

Long before the 1202 legislation in 1972, the impetus toward statewide planning and coordination of postsecondary education was very much in evidence. As indicated in the sections of the law just quoted and the related comments, however, the 1202 legislation provided a stimuli to which the states had to react. In order for the states to be eligible for certain federal funds, including the 1203 monies, a 1202 Commission had to be established. Initially, there was a great deal of confusion concerning the role of the proposed commissions, but all states, with the exception of Wisconsin and North Carolina, ultimately designated a state 1202 Postsecondary Education Commission to be the state governing, coordinating, and/or planning body. Wyoming did not apply for fiscal year 1978 funds and will be phased out as of June 30, 1978.

It is not the purpose of this monograph to trace fully the nature of the debate that surrounded the proposals of Sections 1202 and 1203, nor to trace the alignments and maneuvers of their supporters and opposers. That record is well documented elsewhere (Martorana, 1974; McKinney, 1974; McGuinness et al., 1975). That different interests in postsecondary education responded in manners consistent with their historical and traditional roles, however, can be documented and should be described briefly.

Land-grant institutions, whose experience with limited federal aid to higher education has been good on the whole (Henderson, 1960, p. 220), did not welcome a "control center" funded by the federal government and administered by the state. The National Association of State Universities and Land-Grant Colleges (Huitt, 1973, p. 23) took exception to the task force report issued by the United States Office of Education because it felt that the task force report set forth a role for the federal government which far exceeds the law and Congressional intent. The leadership of the land-grant

colleges and universities generally supports a planning agency, but not a statewide governing board.

On the other hand, state colleges, totaling some 180 institutions, generally supported the legislation. The American Association of State Colleges and Universities (1973) indicated that the coordinating trend portends a growing complexity of relationships that must be developed to promote efficiency in the management and coordination of programs, while preserving and advancing institutional vitality, identity, and integrity. The state colleges saw an opportunity to advance their efforts to cooperate with and to become part of broader statewide efforts towards planning and coordination. The state 1202 Postsecondary Education Commissions were seen as an effective and important avenue for constructive consultation and inclusion in the mainstream of state higher education planning.

In contrast to the land-grant colleges, community colleges have long been helped by state-level activity in planning and coordination; statewide plans consistently give considerable attention to these institutions.

This support goes back a number of years. Bogue (1957, pp. 9-10) points out that each state as a whole should be concerned about a comprehensive plan for a statewide system of higher education. Medsker (1960, p. 305) indicates that the success of the two-year college depends to a considerable extent on leadership at the state level. It is no surprise, therefore, that the community colleges and the associations representing them took the lead in supporting the state 1202 Postsecondary Education Commissions provided for in the Educational Amendments of 1972.

Statewide master plans and federal legislation, which applies to all institutions, also have drawn nonpublic institutions into the coordinating process at an accelerated rate. Historically, the private colleges and universities in the United States have been divided in their opinion as to whether it would be desirable for them to participate in the state planning and coordinating efforts. Until the 1972 federal legislation specifically pointed to their inclusion (and, therefore, at least a suggested expectation that they participate) in statewide comprehensive planning, private institutions generally participated on a voluntary basis. Yet, private institutions are increasingly the recipient of public funds. In Pennsylvania, for example, private universities receiving public funds find this arrangement desirable

and beneficial. If this is the trend, the argument generally goes, the private institutions have little choice but to join in the state planning and coordinating efforts.

1202 Commission Survival and Growth

What all this activity demonstrates is that changes have and continue to occur. McKinney (1974) reports that the responses to the United States Commissioner's letter in March 1971, which requested the governor of each state to advise him on the course of action to be followed in implementing Sections 1202 and 1203 of the Educational Amendments of 1972, were favorable. Of the forty-three states that did establish commissions before the deadline, fifteen chose the option of establishing new commissions, nineteen chose the option of designating existing state agencies or state commissions, and nine chose the option of augmenting existing state agencies or state commissions. The District of Columbia and American Samoa chose the option of establishing new commissions; Guam and Puerto Rico chose the option of augmenting their existing agencies.

The question of which direction the different sectors of postsecondary education in the several states would now follow if the 1202 legislation did not exist can only be speculated upon. State planning and coordination has evolved over the past few years without formal federal legislation, but there can be no doubt that the 1202 legislation has given an additional impetus to the movement in the various states. It should be noted that this particular legislation has raised once again the question of federal interference in state educational affairs. Because the Constitution of the United States does not grant responsibility for education to the federal government, it appears that the question will continue to be raised. The current position of the federal government in this matter, as advocated by the Secretary of Health, Education and Welfare, is that the interpretation of the law is to be left in the hands of the states. What this means is that the future directions of state planning and coordination will be determined by the leadership within the states.

A significant observation about state legislation development of statewide planning and coordination is that there appears to be no way to do it. Each state, and the institutions within the states, has

different needs and goals. The states vary greatly in how they recognize and respond legislatively to those needs and goals. Six states — Colorado, Kentucky, North Carolina, Tennessee, Virginia, and Wisconsin — indicated that they would not establish a 1202 Commission as outlined in the Federal Register of March 26, 1974. Since that time, Colorado, Kentucky, and Virginia have established 1202 Commissions. This action was initiated and officially recognized by the United States Office of Education in April 1977, October 1974, and February 1977 for the three states. More recently, in February of this year, Tennessee became a part of the 1202 family.

The evidence points to survival of the concept and continued growth. The individual states are making statewide legislative decisions, and the California legislature (1973), for example, in its report to the Joint Committee on the Master Plan for Higher Education, emphasizes that coordination is the critical element in a multi-system organization of postsecondary education. The committee recommended the coordinating agency model in California and did not view the state commission as having responsibility for governance and administration in individual institutions.

Further indication that the 1202 Commission concept is likely to continue as a part of federal policy toward postsecondary education is seen in the 1976 amendments to the Higher Education Act. Both sections 1202 and 1203 were reenacted. Beyond this, a new section 1203(a) provides for the commissions to assume new planning initiatives across state boundary lines, an indication of a growing rather than a lessening role in the congressional view.

Conclusion

The trend since 1960, and particularly since 1969, has been toward more planning and coordination of postsecondary education in the states. A forecast by Moos and Rourke (1969, p. 69) "that after a sprawling decentralization, which has been a problem in the past, excessive centralization will be the problem of the future" is worth noting. While excessive centralization may be a serious problem in some states, several other concerns have implications for statewide boards such as the 1202 Commissions.

The question is no longer whether or not the 1202 Commissions are here to stay; that they will appears to be a foregone

conclusion. Conceptually, at least, they are now part of state-level action in planning. The question now is what effect the 1202 Legislation of 1972 will have on state higher education planning and coordination. Will the 1202 Commissions move postsecondary education toward a greater centralization of policy and major operational discussions at the state, or even federal, levels? Will they truly reflect in a "fully representative" way all of the interests, public and private, in postsecondary education? Will they assume duties consistent with the planning function or will they move toward coordinating or even governing postsecondary institutions? Will the state plans they produce generate greater effectiveness in postsecondary education and promote greater efficiency in the use of resources? Will the 1202 Commissions earn the confidence of the executive and legislative branches of government, as well as colleges and universities and other segments of postsecondary education in the states to become effective agencies?

How the relatively new 1202 Commissions perform their functions in the several states will provide answers to the above questions and, thereby, decide their acceptance operationally as well as conceptually. The study reported here is a first look at the way the 1202 Commissions may take form by examining the composition of their membership and the perspective from which their members view some critical current issues in postsecondary education. Before reporting the study proper, however, the authors believe a deeper look at the historical setting of state-level administration of postsecondary education and its changing directions in the United States is needed.

the college trustee, the diversity among trustees serving different types of institutions, their authority, and their leadership role in American higher education. Clark Kerr (1974, p. 29) points out wisely that, in the end, the quality of governance depends on the people who participate in it. For these reasons, the issue of board composition has become more widespread and elicited great public interest.

The statewide boards have their own peculiar problems and issues, but the nature of board membership is extremely important to their functioning process. Berdahl (1971, p. 49) states that "the history of statewide coordination illustrates repeatedly the close relationship between an agency's composition and the powers it exercises." Glenny (1965, pp. 33-35) views the composition of the coordinating agency not only from a power perspective but also from what he calls its "mode of composition." One mode is the coordinating agency, which looks upon itself as a mediator among the conflicting forces at work on higher education, thereby assuming the role of broker in the political market. Another mode provides leadership in planning for all major aspects of higher education development. The lay coordinating model also can be viewed as a form of political insulation, a buffer against the pressures of interest and partisan groups. Paltridge (1968, pp. 4-5), relying on the experience of various studies, suggests that a coordinating agency in higher education can deal more effectively with conflict between the institutions of education and the instrumentalities of state government if members representing the general public have a voting majority on the board and if the particular roles and distinguishing functions of the board are clearly defined.

The legal governing responsibility of American postsecondary education has and continues to belong to the lay board. This governing model has been adopted by many state systems of higher education, state education bodies, and foundations, in support of postsecondary efforts in the United States. As an example, the Board of Regents of the University of the State of New York, acting by constitutional authority, is responsible for the statewide excellence of the educational system. This board was considered eligible for designation as the state 1202 Postsecondary Education Commission in New York State in compliance with the Federal Higher Education Amendments of 1972 soon after the 1972 Amendments were passed (Martorana, 1972).

This projection became a reality in 1974 when Governor Wilson designated the Regents of the University of the State of New York as the New York State Postsecondary Education Commission, pursuant to Section 1202 of the Higher Education Act. In addition, Governor Wilson stated that all categories of institutions enumerated in Section 1202 that operate in New York State are part of the University of the State of New York and are, therefore, under the governance of the Regents. The Regents, according to the governor, meet the test of representativeness of the general public. They are elected by concurrent resolution of both houses of the state legislature, with one Regent chosen from each of the eleven judicial districts of the state and four chosen at large.

Glenny (1965, p. 95) points out that the greater effectiveness of a coordinating agency having a majority of public members as compared to one having a majority of members representing institutions is revealed primarily in its execution of coordinating policy. McConnell (1965, p. 139) adds that the position of the government as well as the institutions becomes untenable if they lose confidence in the recommendations of a coordinating board. He goes on to state that a board with a majority of institutional representatives will find it difficult to hold the continuing confidence of a legislature who regards it as the "fox guarding the chicken coop." It is also likely that such a board will have difficulty holding the confidence of the less powerful members if major decisions are apt to be directed in the interest of the largest and most prestigious university. Paltridge (1968, p. 5) makes the point that the "public majority agency usually has the outright authority in certain areas, although usually rigidly prescribed." This is unlike the institutionally dominated agencies, which often are unable to develop and implement plans because they lack the authority and the ability to deal speedily with issues of expansion.

The crux of the problem, particularly from the perspective of this study, is the relationship between the composition of a state board and its operating effectiveness. There is much skepticism concerning the effectiveness of a group at the state level where professional educators have limited or no formal voice at all. Wilson (1966, p. 3) speaks to this point by stating that the issues in higher education are too vital a concern of the public at large to be settled by the professional educators alone. However, Wilson believes that it would be the height of folly to remove front line leaders from the

foreground of decision making and replace them with politically constituted committees, commissions, and other agencies remote from the scenes of action.

It is noted by Berdahl (1971, p. 24) that the state voluntary associations are composed solely of institutional members; consolidated governing boards are nearly always exclusively public in membership, reflecting the American tradition of lay trustees for governing institutions of higher education; and the membership pattern of coordinating boards is fairly diverse, with some boards having some representation from private institutions. This finding is verified by the McKinney tabulation (1974) of the formation of the state 1202 Postsecondary Education Commissions. The clear majority of the representation on coordinating boards augmented to be 1202 Commissions is public, with some variation from state to state.

From 1972 to 1974, the matter of whether or to what degree Federal guidance should be allowed in membership composition on the state 1202 Postsecondary Education Commissions was hotly debated. The federal rules and regulations for representation set forth only the basic, minimum categorical requirements for representation.

The leadership that has been exerted both in legislative developments and organizational changes clearly implies that the focus of the commission is no longer only on traditional institutions of higher learning. Millard (1974, p. 37) points out that the 1972 Educational Amendments said clearly that, as a matter of national financial policy, the federal government's financial support would consider not just higher education, or graduate education, or teacher education, but all of postsecondary education. This includes public, private, and proprietary schools, including community colleges, junior colleges, postsecondary vocational schools, area vocational schools, technical institutes, and four-year institutions and their branches. The Congress clearly emphasized that planning for the entire range of postsecondary education is crucial. Martorana (1974, p. 1) states that it is also important in statewide planning and coordination to keep a healthy balance between the forces that tend to drive higher education institutions apart and into competitive behaviors and those which pull them together into an overly centralized, bureaucratically controlled structure.

State Board Characteristics: Concerns About Elitism

Within recent years, activist movements on behalf of a number of special components of the American population came forward to challenge existing mechanisms for establishing public policy. Spokesmen for blacks, Spanish-surnamed, women, and other groups feeling their interests to be insufficiently noticed in the work of public policy bodies sought stronger representation. Their efforts produced recent actions across the nation putting students on boards and increasing minority membership on public policy groups proportional to their representation in the population.

In actuality, this relatively recent development in postsecondary education is a reflection of a long-standing question about the breadth of representation lay boards reflect. Worry that the critical role of public policy formation may come under the control of a select few has long been reflected in studies of college boards of trustees, as well as public boards in general. Scholars of the emergence and modes of influence exerted by elite groups in society provide justification for that concern.

The investigation of structured inequality in studies of social stratification, though recent in origin, has been both prolific and controversial. Pareto (1966, p. 132) suggests that the number of positions available in any strata will remain constant. Pareto further suggests that change in the stratification system of any industrial society is determined by the restrictions of the homeostatic environment. The movement of an individual between strata is determined by the availability of a position in a stratum other than the one he originally occupied. In contrast to Pareto's theory, the theory proposed by Karl Marx suggests that change in the stratification system of an industrial society comes about as the number of individuals in lower strata increases at the expense of the number of individuals in more highly rewarded strata.

It is interesting to note that theorists have directed their attention toward one process. They suggest that a crucial variable in the theory is the change in the number of individuals who transmit their status to their children, as well as the change in the number of individuals who enter a stratum due to circumstances other than intergenerational status transmission.

Although there are some differences in the definitions of the elite, the theorists agree that the elite include those who possess

simultaneously the greatest amount of power, property, and prestige. Mills (1968) refers to the power elite as those political, economic, and military circles which, as an intricate set of overlapping cliques, share decisions having at least national consequences. Theodorson and Theodorson (1969) define social stratification as a relatively permanent ranking of statuses and roles in a social system determined by differential privileges, prestige, influence, and power.

The important point is that power tends to be patterned according to the structure of interests in a society. Power is shared among those whose interests coincide and divides along lines where interests diverge (Schneider, 1968, p. 44). To Mills (1968, p. 161), the power elite is a reflection and a solidification of a coincidence of interests among the ascendant institutional orders. The power elite rests on the many interconnections and points of coinciding interests of the corporations, political institutions, and military services.

Mills argues that the power elite rests not merely on the coincidence of interests among major institutions but also on the psychological similarity and social interminglings of their highest circles. It is by virtue of similar social origins, religion, and education that those who head up the major institutions, such as state agencies, share codes, values, and material interests. This makes for easy communication, especially due to personal friendships and common acquaintances. They share a common way of life and, therefore, possess both the will and the opportunity to integrate their lines of action as representatives of key institutions. Furthermore, it can be concluded that those who run the corporate world are also active in foundations, associations, and political parties. They also serve in top-level government jobs, both foreign and domestic, and have control over the sources of expertise. This implies the power to select, train, and encourage those who will become experts and part of the power elite.

Elite status can be determined in various ways. Baltzell (1968, p. 26) in *Philadelphia Gentlemen* suggests two sources of measurement of elite status. He suggests that *Who's Who in America* and *The Social Register* each measure a different facet of elite status. Baltzell notes that it is the function of *Who's Who* to list all those within the society of the United States whose achievements or acquisitions place them at the height of their field of endeavor. *The Social Register* is a uniquely distinguished measure of social

prestige. The purpose of *The Social Register* is to recognize individuals who compose a peer group receiving the highest recognition of deference within a community. Thus, an individual simultaneously listed in *Who's Who* and in *The Social Register* can be said to have elite status by way of achievement and prestige.

The call for reform in the governance of state and institutional boards initiated by the Truman Commission and reinforced by the 1972 Amendments to the Higher Education Act of 1965 strikes at the very heart of the power elite and social stratification. In 1947, when the federal government, through the work of the Truman Commission (*Higher Education for American Democracy*), took account of the structural needs of higher education, the commission called for the end of an elitist higher education system. The commission proposed to promote stronger organization and democratic ideals through state commission coordination of public and private institutions and proprietary schools.

Nearly thirty years later, the 1972 Amendments of the Higher Education Act of 1965 indicates, in Section 1202, "that any state which desires to receive assistance under Section 1203 or Title X shall establish a state commission to be known as the State 1202 Postsecondary Education Commission The Commission should be broadly and equitably representative of the general public and postsecondary education institutions in the state." The simple, basic intent of the law is to encourage and support comprehensive state planning for postsecondary education through broad and representative state commissions.

Subsequent to the passage of the 1972 Amendments, the United States Office of Education Task Force on State Postsecondary Education Commissions suggested in their 1973 report that state commissions need to be restyled and redesigned, and to acquire broader representation (U.S. Office of Education, 1973). The Task Force pointed out that the concept of broadly and equitably representative state commissions, set forth in the law, reflects congressional concern that state boards have not changed substantially since the Truman Commission report. The United States Office of Education Task Force suggested that, to eliminate the elitist control of state boards, all commission members should be recruited and selected without discrimination on the basis of race, color, national origin, or sex. The Task Force also suggested that affirmative action should be taken to include as part of the commissions women and members

of racial and national origin groups that have not fully participated in developing the state's plans for postsecondary education in the past. One can conclude that the Federal Task Force and, more specifically, the Congress feel that the bodies responsible for state control of higher education should be broadly and equitably representative and not remain only in the hands of the elite.

Conclusion

The 1202 Commissions must now be fit within the historical milieu. Functionally, the emphasis in their authorization is on planning, not controlling or governing; compositionally, emphasis is on broad and equitable representation among the membership of all interests in the postsecondary education community and the general public. How is this to be done? What will be the consequences? These questions and more are addressed in this monograph.

CHAPTER III

A STUDY TO START A QUEST FOR CONSEQUENCES*

Statewide governing and coordinating boards occupy a key position of power and influence in postsecondary education. To further develop and strengthen 1202 Commissions and to shape their membership, duties and responsibilities, educational attitudes, and philosophy are clearly important issues to the general public, state and federal officials, and members of the postsecondary education community. It is important, therefore, that a basis be laid early *for analytical examination of these commissions as they continue.* This particular study seeks to provide such a baseline with respect particularly to board makeup and its relationship to some significant issues current in postsecondary education. On this basis, too, it makes an initial estimate of the possible future modes by which the commissions might improve both function and makeup.

Purposes of the Study

First of all, this study describes the social, educational, and economic characteristics of the members of the 1202 Commissions of the various states according to age, race or ethnic group identification, occupation, education, income, and religion, together with other general information suggesting their social, educational, and economic orientation. It also evaluates some of the social and educational implications of the characteristics of these board members, an analysis that was necessarily somewhat subjective. Such facts and information, however, were selected for analysis to show relationships, rather than to prove that these characteristics of 1202 Commission members significantly affect their decisions on basic state educational policy. Second, it investigates positions expressed by state 1202 Postsecondary Education members on critical issues of current importance to postsecondary education.

*The study is reported completely in J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education." Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

Design of the Study

Because the 1202 Commissions, which were established in nearly all the states, have almost 700 commission members and vary in structure from state to state, a questionnaire and survey method was chosen as the best technique to employ in data gathering. In order to obtain the needed information, a questionnaire was developed and sent to each 1202 Commission member in the United States (see Appendix B).

Cognizance was taken of Leslie's (1970) advice on how to increase response rates to questionnaires and Kerlinger's (1964) warning that lack of responses is a serious drawback in using this approach. Efforts were made to obtain a return rate at least comparable to those obtained in similar studies. These efforts are described in the discussion of the questionnaire development later in this chapter.

The issue statements forming the main thrust of this research and the body of the survey were drawn from three major areas of current concern in postsecondary education: (1) membership composition of 1202 Commissions; (2) access to postsecondary education; and (3) duties and responsibilities of 1202 Commission members. The membership composition has been a point of debate since the inception of the 1972 legislation and continues to draw varying opinions. Access and equal educational opportunity have been issues of concern to the postsecondary education community in recent years, as evidenced by the literature on the subject. The duties and responsibilities of 1202 Commission members continue to be an interesting point of debate, for there appear to be conflicts in boards differentiating among their state and federal duties, their specific board mandates, and their overall leadership responsibilities. It is expected that this study will clarify, to some extent, the issues surrounding these three important areas, by eliciting 1202 Commission members' views about each. These three areas, the corresponding statements, and the expressed positions within each area tie in directly to the conceptual framework of elitism and social stratification theory.

An important second part of this study's methodology entailed relating independent variables (objective measures of demographic traits) to the dependent variables of the issue statements posed. To do this, demographic information about age, sex, ethnic

group, occupation, education, income, religion, group membership, and geographic section of the United States was gathered. The responses to the questionnaire, coupled with the various public records, were analyzed for content relating to the positions of 1202 Commission members on various educational issues.

Data Gathering Procedures

The construction of the basic questionnaire to obtain commission members' views proceeded from the belief that decisions by 1202 Commission members and others at the state level play an important part in policy formulation for all of postsecondary education. In order to establish a data base related to this proposition, broader and more specific insight into how 1202 Commission members perceive postsecondary education and their relationship to it was needed. It was concluded that positions expressed by state 1202 Commission members on issues of importance to higher education would be most indicative of their role behavior. After reviewing various areas, it was determined that views would be solicited on three broad issues: (1) membership and composition of 1202 Commissions; (2) access to postsecondary education; and (3) duties and responsibilities of 1202 Commission members.

Initially, an item pool of statements from which the questionnaire could be constructed was developed. The item pool, covering the three issue areas, comprised sixty-two items. These items were submitted to a panel of judges as an initial validity check. The judges included two faculty members from the College of Education at The Pennsylvania State University. (One of these judges is a national authority on statewide planning and coordination. The other has had extensive teaching experience in the area of social stratification.) The three remaining judges were graduate students who have completed all the required course work in the higher education doctoral program, have been exposed to the State 1202 Postsecondary Education Commission development, and have been deemed cognizant of the issues faced by these types of commissions.

The judges were asked to sort the items twice. First, they were asked to discard any items which, in their opinion, did not relate to membership and composition of the 1202 Commissions, access to postsecondary education, and duties and responsibilities of 1202 Commission members. Second, they were asked to rate the

issue statements on a Likert-type scale utilizing six choices.

The judges strongly agreed that the initial statements were too complex and needed to be briefer and to the point. In addition, the judges suggested that many of the issue statements could be interpreted in two or more ways; this would confuse the respondents, resulting in unreliable responses. All such items were reviewed and either recast or discarded.

Fifty items were in the revised pool. Thirty-five items from the original scale were included. Twenty items were reduced to ten by eliminating statements with double meanings; and five new items were developed to reduce the complexity of prior statements. The judges agreed that the revised fifty items related to the three issue areas; however, they still felt that some items were too complex. They also felt that the items were either poorly written or not simple enough for the respondents to interpret them. Some items were then rewritten to enhance readability, but no items were changed substantially.

The fifty items subsequently were formed into a pretest questionnaire with six choices on a Likert-type scale, as follows: (1) disagree strongly, (2) disagree, (3) disagree with reservation, (4) agree with reservation, (5) agree, and (6) agree strongly.

The questionnaire included a cover letter that set the study's frame of reference for the respondents. In addition, the first page outlined the nature of the study for the respondents: "This questionnaire is an important part of ongoing national studies on statewide coordination and planning of public and private postsecondary educational institutions in the United States. The study will focus on expressed positions by the 1202 Commission membership in the general areas of equal educational opportunity in postsecondary education, membership and composition of State 1202 Commissions, and duties and responsibilities of State 1202 Commission members. This is a natural outgrowth of studies on state coordination, institutional efficiency, statewide planning, administrative controls on management, characteristics and dynamics of state coordinating agencies, and description of state arrangements."

The last page requested demographic information, because such a page would be included in the final questionnaire and it seemed appropriate to introduce this information into the results of the pretest. The finished pretest questionnaire had eleven pages, including space for additional comments. The instructions

encouraged respondents to "use this space to advance any special comments or observations."

The questionnaire was pretested in two group situations. The sixteen-member Board of Trustees of the Williamsport Area Community College pretested the questionnaire at an annual retreat meeting. Each board member was given a questionnaire and a brief explanation of the study. The second group consisted of fourteen students enrolled in an advanced metholology class in higher education. Here again the questionnaire was given to each student with a brief explanation of the study.

Results of the Pretest

Due to the nature of the pretest, all sixteen members of the Board of Trustees at the Williamsport Area Community College returned their questionnaires. Nine members of the student group responded. The primary purposes of the pretest were to assess the readability of the issue statements, to reduce the complexity of the statements, and to eliminate any statements that did not fall into the three general issue areas. The overall goal was to make the final questionnaire as brief as possible without sacrificing essential information.

The analysis of the pretest indicated that several issue statements were too complex or that more than one answer could apply to the statement in question. Readability in several instances was questioned and reworking the statements was suggested. In addition, it was suggested that several issue statements be discarded. Several respondents indicated that the Likert-type scale should be refined and that the order of the scale should be reversed. Also, it was suggested that the identification of the general areas should be changed in context to play down the emphasis given the equal educational opportunity issue.

The fifty items were ultimately narrowed to thirty-seven for the final questionnaire. Eight of the issue statements were assigned to membership and composition, nine to access to post-secondary education, and twenty to duties and responsibilities. (Many of the statements in the duties and responsibilities section were developed to provide data for the other two sections.) The number of questionnaire pages was reduced from eleven to four. The Likert-type scale was refined, and the six choices, from disagree

strongly to agree strongly were confirmed for use in the study.

Limitations of the Study

The study was designed to obtain information only in the three areas of interest, excluding other topics of importance to the higher education community. However, the scope of the study was deliberate and the limitation is recognized.

Another limitation of the study was the absence of documentation that outlined specific commission membership in civic and professional clubs and organizations, as has been done in similar studies. However, because this study was concerned more with commission members' perceptions of the issues than with the documentation of membership, this limitation has not detracted from the general purpose.

Operational Procedure and Response Rate

The questionnaire (Appendix B) was sent to all 678 commission members. It was mailed during the second week of April 1976. On April 21, 1976, follow-up letters were mailed to all commission members who had not responded or had not otherwise been accounted for. On May 12, 1976, follow-up questionnaires were sent to the 420 commission members not responding to the two earlier requests. Two weeks later, on May 26, 1976, a final note was sent to commission members requesting that the questionnaire be returned by June 2, 1976, when the analysis of the data was to begin.

By June 2, 1976, a total of 463 questionnaires received could be used for data analysis. An additional thirty-three respondents, who constitute 5 percent of the total membership, indicated they were no longer commission members.

The total survey response is as follows:

	Questionnaires	% of Total
Number useable.	463	68
Nonmembers responding.	33	5
Number not useable	14	2
Refusals.	18	3
Nonresponses	150	22
Number mailed	678	100

To determine the extent of bias the responses received might introduce into the findings of this study, a comparison was made between the makeup of the respondents and the makeup of all 1202 Commissions in the nation. This was done for two characteristics of 1202 membership viewed as especially important to this study — sex and race. From the United States Office of Education, it was determined that in 1975-76, 81 percent of all commission members in the nation were males, and 9 percent of them were black.¹ Almost identical figures are found in the questionnaire. Of the 463 useable responses, 80 percent are from male members of 1202 Commissions and 8 percent of those are black. The remaining minority group members (Spanish speaking, Oriental, and American Indian) also had a response rate nearly equal to their percentage of membership on 1202 Commissions on a national basis.

Conclusion

The next three chapters examine who the state 1202 commissioners are, what roles they plan or perceive to execute, and what attitudes and positions they express on the major issues facing state 1202 Commissions. This monograph draws heavily on the results of the investigation, but also synthesizes, expands, and stresses points as the authors saw fit.

¹The percentages of males, females, and minorities on State 1202 Postsecondary Education Commissions were made available by Charles L. Griffith, Director, State Planning Commission Program, U.S. Office of Education (USOE). Reference was to a USOE internal memorandum titled "Membership on Section 1202 State Commissions by Sex and Race." Washington, D.C.: State Planning Commission Program USOE. Spring 1976.

CHAPTER IV

WHO ARE THE STATE 1202 POSTSECONDARY EDUCATION COMMISSIONERS?

In light of the concern evidenced by the different interests and sectors of postsecondary education about the "broadly representative" composition of the 1202 Commissions, a demographic description of the board-members is presented in this chapter. Later chapters present the results of the investigation of Postsecondary Education Boards, focusing on the views of the state 1202 Postsecondary Education Commission members on membership and composition of 1202 Commissions, access to postsecondary education, and duties and responsibilities of 1202 Commission members.

Demographic Description

Basic demographic questions were asked of 1202 commissioners in order to establish background data on the members and to establish a set of independent variables for further analysis of the data on issue positions. The information at hand describes the 1202 Commission membership by age, sex, race, income, occupation, level of work, and religion.

The mean age of the respondents was 51.5 years. The range in the total sample was from 20 to 84 years of age. The age distribution is presented in Table 1.

TABLE 1

DISTRIBUTION OF STATE 1202 COMMISSION MEMBERS BY AGE

Age	Number of 1202 Members	Percentage
20	3	1
21	4	1
22	2	0
23	2	0

(cont. next page)

(continued)

Age	Number of 1202 Members	Percentage
26	1	0
27	1	0
28	2	0
30	3	1
32	7	2
33	3	1
34	4	1
35	6	1
36	4	1
37	1	0
38	8	2
39	13	3
40	7	2
41	5	1
42	7	2
43	15	3
44	12	3
45	15	3
46	13	3
47	16	4
48	13	3
49	14	3
50	22	5
51	12	3
52	16	4
53	11	2
54	20	4
55	20	4
56	15	3
57	25	6
58	9	2
59	19	4
60	16	4
61	15	1
62	11	2
63	14	3
64	10	2
65	6	1
66	8	2
67	7	2
68	8	2

(Cont. next page)

(continued)

Age	Number of 1202 Members	Percentage
69	2	0
70	4	1
71	1	0
72	2	0
73	2	0
74	1	0
75	2	0
77	1	0
78	3	1
84	1	0
Total	454	100

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education." Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

The age data on 1202 Commission members is similar to that collected on institutional trustees. Hartnett (1970, p. 30) states that "nationally over a third of the nation's college trustees surveyed were over 60 years of age and only 5 percent were under 40." The Beck study of some years ago (1947, p. 192) indicates that 78 percent of the trustees in his study were between 40 and 69 years of age. A recent study on the composition of college and university governing boards by Gromberg and Atelsek (1977) concludes that "only one in ten board members is under age 30 and that about two in three board members are 50 years and older."

The male members of state commissions far outnumber the females. A total of 369 (79.7 percent) commission members are male. However, the respondents indicated that they favor a greater proportion of female representation.

The inquiry provided the respondents with the opportunity to identify themselves as members of one of five major ethnic groups. Caucasians comprise 86 percent of all state 1202 Commission memberships, with the remaining 12.2 percent distributed among blacks, Spanish-speaking, American Indians, and Orientals. The data in Table 2 provide an overview of the group distribution by race or ethnic origin.

TABLE 2

RACIAL GROUP DISTRIBUTION OF STATE 1202 COMMISSION MEMBERS

Group	Number	Percentage
Caucasian	393	86.0
Black	37	8.0
Spanish-speaking	5	1.1
American Indian	5	1.1
Oriental	4	0.9
Other	5	1.9
Nonresponsive or Uncodeable	9	1.9
Total	463	100.0

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education." Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

The 1202 Commission members, when grouped by occupation, provide some interesting information. The largest occupational category is the professional group (48.4 percent). The commercial and business group accounts for nearly 23 percent of the commission population. No commission members list their occupations as artists/performers or laborers.

The commission members, when grouped by level of work, reveal that nearly 80 percent are either owners/executives or middle management. Of these, the executives account for 69.1 percent of the total commission population. Few members list their level of work as clerk, laborer, or service worker. Over 40 percent of the respondents possess a master's or a doctoral degree or are presently doing graduate work. Only four respondents, representing less than 1 percent, indicate a high school diploma as the highest educational level attained. The field of specialization or area of study of 1202 Commission members is diverse. Over 18 percent of the members are in education, 14 percent in professional schools, 13 percent in social sciences, and 10 percent in business. The remaining members are in the humanities, engineering, agriculture, science, and human services.

The estimated total income of the 1202 Commission members for one year reveals that the majority are in high-income brackets. Over

69 percent list their income as over \$25,000; 26.6 percent, as over \$50,000; and nearly 5 percent, as over \$100,000. On the other end of the scale, 8 percent list their income as under \$15,000. The income range listed most frequently was from \$25,000 to \$49,000, accounting for nearly 43 percent of those responding. A complete income summary is provided in Table 3.

The data on religious preference indicates that the state 1202 Postsecondary Education Commission members are over 65 percent Protestant, 18.1 percent Roman Catholic, and nearly 9 percent other denominations. Most respondents felt that this inquiry was an invasion of privacy and did not respond to the question. This, plus other reasons, contributed to a 7.8 percent nonresponse on this item.

TABLE 3

DISTRIBUTION OF STATE 1202 COMMISSION MEMBERS BY INCOME

Income Range	Commission Members	
	Number	Percentage
Less than \$6,000	13	2.8
\$6,000 to 9,999	4	0.9
\$10,000 to 14,999	20	4.3
\$15,000 to 24,999	75	16.2
\$25,000 to 49,999	197	42.5
\$50,000 to 74,999	76	16.4
\$75,000 to 99,000	25	5.4
\$100,000 or more	22	4.8
Nonresponsive or Uncodeable	31	6.7
Total	463	100.0

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education." Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

Discussion of Demographic Data

The 1972 Educational Amendments to the Higher Education Act of 1965 were intended to bring about the establishment of broadly and equitably representative state commissions. The descriptive results of the inquiry provide some interesting observations. The 1202 Commissions do not appear to be broadly and equitably representative with respect to age, sex, occupation, level of work, education, and income. However, in observing the ongoing evolution of the state commissions, it is evident that a number of commissions are augmenting their membership to be more representative of their state population. At this point, the demographic information illustrates that the state 1202 Postsecondary Education Commissions are dominated by white males in their fifties. Most of the commission members are well educated and earn substantial incomes.

The demographic information also suggests that the present 1202 members represent a most influential and prestigious stratum of American society. This generalization emerges clearly when the 1202 Commission membership participating in the study is compared to the general population of the United States. Only .01 percent of the total population of the United States over fourteen years of age with incomes have an annual income of \$25,000 or more. Among the 1202 Commission members, however, over 69 percent have an annual income of over \$25,000. Over 26 percent have incomes over \$50,000 (see Table 3).

Nearly 90 percent of the males are executives, owners, or middle management. Only 62 percent of the females are at this level of employment. Of the male commission members, 79.3 percent have incomes over \$25,000, while of the females, 47.9 percent are at this income level. Over 52 percent of the females earn less than \$25,000.

The interrelationships between caucasians and blacks are most interesting. Over 85 percent of the caucasian commission members are executives, owners, or middle management. Of the black commission members, 64.7 percent indicate that they are at this level of employment. Over 30 percent of the caucasian group earn over \$50,000 per year. Of the blacks, 11 percent are in this income bracket.

The education level of black commission members is similar to their caucasian counterparts. Of the blacks, 31.6 percent have

doctorates, compared to 38.2 percent of the caucasians. However, 48.6 percent of the black commission members have completed some graduate work or possess an MA or an MS degree. This compares to 37.9 percent of the caucasian group.

It should be noted that the data are not restricted only to the independent variables listed above. There were significant interrelationships between many of the other independent variables. In summary, when the data are reviewed as a composite, they demonstrate that, for all practical purposes, the 1202 Commissions are composed of largely white, well-to-do professionals. The representation from other groups is marginal. The data also indicate that the independent variables are tied so closely with one another that each variable cannot be analyzed meaningfully.

In order to show the level of significance between the several variables, a matrix of interrelationships is shown in Table 4. The significance level is .05. The .05 level of significance was used to isolate variables for specification. The significance level was calculated using both the t-test and the chi-square tests. Level of work, educational level, field of study, and income are all interrelated, adding to the weight of importance that can be attached to the generalization that 1202 Commissions attract largely persons of relatively high socio-economic status to their membership. The elite group pattern still prevails, and the consequences of this are discussed in Chapter VI.

Conclusion

Based on the profile established by demographic measures, the typical 1202 Commission member seems to be a caucasian, middle to upper class American male, 51.5 years of age, who has completed some graduate education and is employed in executive, management, or professional levels of work, with an annual income of \$25,000 or more. Conspicuously absent are persons of low social or economic level.

TABLE 4

LEVEL OF SIGNIFICANCE IN THE INTERRELATIONSHIPS BETWEEN INDEPENDENT VARIABLES*

	Age	Sex	Group	Occupation	Level of Work	Educational Level	Field of Study	Income	Religion
Sex	NS								
Group	X	X							
Occupation	NS	X	NS						
Level of Work	X	X	X	X					
Educational Level	X	X	X	X	X				
Field of Study	X	X	X	X	X	X			
Income	X	X	X	X	X	X	X		
Religion	X	NS	X	NS	NS	NS	NS	NS	
Region	X	NS	X	NS	NS	NS	X	NS	X

*X. significant at the .05 level.

NS. not significant at the .05 level.

NOTE: For age against all other independent variables the students' t-test was used to test for significance. In all other cases the chi-square test for independence was used.

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education." Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

CHAPTER V

STATE 1202 COMMISSION MEMBERS' VIEWS ON ISSUES

Actions of public bodies reflect the values and positions of the individual members. Because of this axiom, this study asked 1202 Commission members to express their views on several matters of importance. The thirty-seven issue statements to which they were asked to react related to the general field of statewide planning and coordination and the three particular issues of membership and composition of 1202 Commissions, access to postsecondary education, and duties and responsibilities of 1202 Commission members. In this chapter, the views and positions of commission members are discussed. The six-point scale utilized to express reactions ranged from 6.0, indicating strong agreement, to 1.0, indicating strong disagreement. The mean level of response and the standard deviation for each issue statement by total sample is outlined in Appendix C.

On the basis of the commissioners' responses to the thirty-seven issue statements, collated responses to nine questions basic to the main thrust of the research were developed. The nine questions, collated mean, responses, and standard deviations are shown in Table 5.

Because the number of issue statements relevant to each research question differed, a procedure was established to account for this in the analysis. The summed scores were divided by the number of items so that the means for each research question would range from 1 to 6; thus, the grand mean for all research questions can be compared as in the formula $(\sum \text{item } 8 + \sum \text{item } 32)/2$.

Commissioners' Responses to Issues

The research questions covering membership and composition relate to (a) broad representativeness, (b) inclusion of proprietary schools on the commissions, and (c) institutional dominance on the state 1202 Commissions. Questions on access relate to (a) commission member commitment to equal educational opportunity in higher education, (b) commission member support of incentive/compensatory programs, and (c) membership philosophy regarding universal access to postsecondary education. Questions on duties

TABLE 5

MEAN AND STANDARD DEVIATION OF COLLATED RATINGS OF 1202 COMMISSION MEMBERS ON ISSUE STATEMENTS
RELATED TO RESEARCH QUESTIONS, ALL RESPONDENTS

Research Question	Mean	Standard Deviation
1. To what degree do the State 1202 Postsecondary Education Commission members express the willingness to support "broad representativeness" of membership?	3.59	1.26
2. To what degree do the State 1202 Postsecondary Education Commission members express the willingness to support commissions whose composition includes representatives of private nonprofit and proprietary institutions including vocational schools and technical schools?	4.00	0.72
3. To what degree do the State 1202 Postsecondary Education Commission members express the willingness to support lay persons versus institutional predominance in representation?	4.20	1.21
4. To what degree do the State 1202 Postsecondary Education Commission members express commitment to equal educational opportunity in higher education?	4.28	0.74
5. To what degree do the State 1202 Postsecondary Education Commission members express the willingness to support incentive/compensatory programs in higher education?	3.62	0.81
6. To what degree do the State 1202 Postsecondary Education Commission members express the willingness to agree with the basic philosophy that there is a place for every high school graduate who aspires to a postsecondary education?	3.66	1.23

TABLE 5 (Continued)

Research Question	Mean	Standard Deviation
7. To what degree do the State 1202 Postsecondary Education Commission members express primary allegiance to the governor and legislature?	4.69	1.01
8. To what degree do the State 1202 Postsecondary Education Commission members express a view of the Commissions' power as equal to that of the postsecondary institutions in the state?	4.12	0.84
9. To what degree do the State 1202 Postsecondary Education Commission members express a view that 1202 Commissions need to supersede the power of institutions to govern themselves?	3.20	0.76

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education." Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

relate to (a) the allegiance of the commissions, (b) the formal power of the individual state commissions, and (c) the membership views on the need for state 1202 Postsecondary Education Commissions to supersede the power of institutions to govern themselves.

It appears from the data in Table 5 that the 1202 Commission members express some willingness to support broad representativeness on the commissions. They also support, with reservation, broad institutional representation. (Congress intended the 1202 Commissions to be representative of both private nonprofit and proprietary postsecondary institutions.) The results also indicate a commission preference for lay dominance in representation. It appears that the commission members feel that they can be more effective and have more credibility if the commissions have a majority of lay board members and broad representation from institutions and groups not traditionally represented.

On the central themes of universal access and equal educational opportunity, the commission members, with reservation, agree that there is a place for every high school graduate who aspires to a postsecondary education. Their expressed positions argue that this level of education should be a realistic choice for all low-income and minority groups.

The 1202 membership also tend to agree with the development of financial aid programs for low-income and minority students as a commission priority. There is substantial evidence that these state commission members are committed to equal educational opportunity and are supportive of the various components that contribute to its success.

It can be concluded from the commission members' responses that they feel responsible for serving as a primary source of information on postsecondary education for the executive and legislative branches of state government. Whether or not the commission members express primary allegiance to the governor, legislature, institutions of higher education, or postsecondary education cannot be stated with any validity. It can only be speculated that the 1202 Commission allegiance leans toward the executive and legislative branches of state government due to their willingness to provide information on higher education to these groups.

There is some evidence to suggest that the commission members believe that the commissions' power base should be equal to that of the postsecondary institutions in the state. However,

there is no indication that they sense a need to preempt the power of institutions to govern themselves. The membership view their role as involving the approval of new programs, the review of federal funding, and the review of institutional budget requests. They do not view it as one of interference in internal institutional affairs, such as personnel matters, purchasing functions, and capital expenditures.

Each state 1202 Postsecondary Education Commission has its particular mandate, but this study attempts to obtain 1202 membership views on a variety of duties and responsibilities that may or may not be considered as priorities for any one individual state. The data imply that 1202 Commission members feel responsible for certain facets of the coordination, general plan, and establishment of standards and policies. They do not feel that they have a duty to oversee the internal affairs of institutions, except for the coordination of funds supported by the federal government.

1202 Commissioners' Positions on Four Factors

The analysis up to this point has centered around the perceptions of the state 1202 Commission members as a group. The implicit assumption in this type of analysis is that the 1202 Commission population is homogeneous. The case in point is whether this assumption is true. Do all members respond to the items in a similar manner or are there some differences in attitudes and opinions within the population? The key question is homogeneity versus heterogeneity.

Some evidence for suggesting that commission members are not homogeneous with respect to demographic makeup and opinions about issue statements has been presented earlier. It was noted that a large group of white male, well-to-do professionals make up the core of the commissions, with a group of women and minority group members, who are less well-to-do, on the fringes. It also has been shown that the rather large variance in answers to several of the research questions suggests important differences of opinion on the issue statements. The remainder of the analysis examines whether or not the demographic data can account for the differences in responses to the issue statements.

If there are group differences, what are the specific groups and what distinguishes those who agree from those who disagree?

The specific information requested of the members concerned their occupation, level of work, education, income, and religion. Their age, sex, and ethnic origin were also requested.

The basic rationale for the demographic data request derives from prior investigations of a similar nature. The demographic data also was requested because of the controversy surrounding the 1202 Commissions. The 1972 legislation called for broad and equitable representation. Analysis of the demographic data should determine whether the actual representation is, in fact, broad and equitable.

To answer the question of homogeneity versus heterogeneity, the demographic variables should be examined. The central problem is that several of the independent variables are interrelated, and there are thirty-seven dependent variables. To analyze each item separately and at the same time to control for all the interrelationships would be repetitious, tedious, cumbersome, and of little analytic value. Even examining nine research questions, while controlling for all independent variables, would strain the limits of interpretation.

One solution is to reduce the complexity of the task to a more straightforward but sophisticated analysis while retaining as much information as possible. Specifically, if the number of dependent variables (i.e., issue statements) could be reduced considerably, and the independent variables combined and culled in some meaningful manner, it would be possible to perform a complex analysis and still yield meaningful results. One way to reduce the number of dependent variables is through the method of factor analysis.

Rationale for the Assumption behind the Use of Factor Analysis

The assumption underlying factor analysis is that, within a set of items related to some factor, several subsets of items may be measuring that same factor at a higher order than the others in the set. In such case the subset is accounting for the variance in a particular group of items in disproportionate balance. When that condition is controlled for, the correlations among the subset of items reduce to 0.

Before discussing the results of the factor analysis of the thirty-seven issue statements, several assumptions made about the data and the technique should be presented. First, it was assumed that the variance associated with each item could be divided into three components: a unique component idiosyncratic to that

variable; a common component (i.e., one that is shared with other items on a higher order dimension); and an error component due to systematic and measurement error. Because of this assumption, the diagonals of the original correlation matrix were replaced with estimate of communalities. This was done using a least square multiple regression technique. Second, it was assumed that the factors emerging from such an analysis would, in reality, be intercorrelated. Thus, an oblique rotation was used to achieve the final solution.

After an initial analysis was performed on all items, it was determined that several items had very low communalities and contributed little to a meaningful solution of subset differences. This does not mean that these are not important and interesting items in their own right. They just do not "fit" any of the four factors that emerged. Thus a second analysis was performed on the reduced set of twenty-four items. Table 6 presents the correlation matrix of these items.

After submitting these data to factor analysis, four meaningful and clear dimensions emerged as a final solution. Table 7 presents the initial factor matrix before rotation, which includes the estimated communalities for each item and the eigen-value and percent variance explained for each factor. The data in Table 8 present the rotated factor-pattern matrix; the data in Table 9 provide the factor correlations.

Discussion of Factor One

The issue statements that are represented in Factor One, Institutional Independence, cover the areas of equal educational opportunity and broader access to postsecondary education, personnel policies, and certain facets related to institutional funds. The specific issue statements included in Factor One are as follows (number before statements correspond to numbers on original survey instrument).

23. The 1202 Commissions should control general policies on student admissions.
3. The 1202 Commissions should establish policies for promotion and tenure of faculty members.
20. Faculty workloads should be a responsibility outlined by the 1202 Commissions.
9. The 1202 Commissions should establish financial limits on institutional purchasing.

TABLE 6
CROSS STATEMENT CORRELATION MATRIX

	Statement Numbers																							
	2	3	4	7	8	9	10	12	13	15	16	20	22	23	24	25	26	27	28	32	33	34	35	
	3	.274																						
	4	.159	.142																					
	7	.256	.274	.182																				
S	8	.282	.128	.004	.117																			
T	9	.353	.373	.134	.443	.243																		
A	10	.400	.311	.060	.300	.222	.420																	
T	12	.194	.076	-.092	.020	.187	.082	.174																
E	13	.218	.323	.139	.427	.095	.534	.297	.050															
M	15	.128	.136	.555	.239	.137	.262	.116	-.049	.217														
E	16	.219	.226	.192	.484	.125	.403	.298	.010	.507	.271													
N	20	.209	.498	.112	.294	.098	.328	.306	-.022	.282	.074	.229												
T	22	.228	.429	.032	.159	.095	.251	.220	.088	.275	.022	.121	.404											
	23	.205	.429	.096	.282	.172	.389	.420	.036	.353	.191	.304	.468	.386										
	24	.265	.048	.067	.054	.190	.104	.301	.420	.002	-.049	-.022	.112	.081	.038									
N	25	.176	.086	-.040	.262	.118	.205	.154	.052	.215	.017	.308	.109	.082	.124	.211								
U	26	.177	.181	.686	.228	.096	.220	.099	-.053	.172	.556	.314	.113	.038	.150	-.043	.084							
M	27	.265	.358	.079	.460	.116	.493	.277	.080	.515	.171	.453	.370	.307	.346	.104	.311	.247						
B	28	.312	.169	-.021	.154	.279	.183	.356	.346	.063	.043	.117	.120	.099	.164	.598	.175	.082	.205					
E	32	.278	.174	.012	.160	.705	.203	.267	.245	.110	.096	.167	.160	.118	.175	.232	.109	.064	.214	.359				
R	33	.162	.151	-.008	.307	.134	.160	.176	.077	.231	.055	.356	.147	.138	.186	.177	.709	.114	.315	.176	.142			
S	34	.295	.318	.087	.488	.124	.409	.372	.035	.402	.165	.495	.318	.224	.385	.142	.359	.186	.492	.258	.202	.381		
	35	.252	.133	-.107	.138	.149	.081	.161	.329	.019	-.033	.057	.069	.116	.066	.215	.199	.039	.210	.323	.240	.182	.274	
	36	.333	.390	.086	.294	.177	.471	.379	.033	.388	.200	.310	.293	.226	.438	.038	.150	.169	.395	.159	.146	.149	.440	.171

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education," Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

INITIAL FACTOR-PATTERN MATRIX

Statement	Factor 1	Factor 2	Factor 3	Factor 4	Communalities
23	.562	-.127	-.123	-.273	.433
3	.521	-.111	-.070	-.314	.416
20	.486	-.086	-.137	.279	.421
9	.677	-.138	-.579	-.156	.527
36	.584	-.113	-.095	-.191	.418
22	.589	.002	-.139	-.276	.309
13	.602	-.254	-.211	-.003	.496
10	.586	.155	.044	.173	.426
27	.673	-.104	-.170	-.049	.505
28	.417	.478	.281	-.006	.470
24	.288	.571	.232	.059	.496
32	.404	.324	.275	-.125	.572
12	.191	.430	.181	-.021	.288
8	.354	.264	.282	-.135	.552
35	.299	.363	.083	.059	.326
2	.515	.167	.186	-.111	.359
4	.213	-.547	.553	.100	.575
26	.348	-.483	.529	.192	.578
15	.307	-.424	.441	.088	.432
25	.428	.179	-.192	.529	.561
33	.449	.139	-.176	.509	.574
16	.598	-.235	-.089	.244	.481
34	.684	.043	-.167	.141	.508
7	.605	-.163	-.095	.173	.453
27	.573	-.104	-.170	.049	.505
Eigenvalue	7.202	2.980	1.909	1.856	
Percent Variance Explained	24.0	9.9	6.4	6.2	46.5

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education," Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

TABLE 8
ROTATED FACTOR-PATTERN MATRIX

Item	Factor 1	Factor 2	Factor 3	Factor 4
23	.626	.017	.003	.047
3	.611	.057	.023	.031
20	.587	.019	.047	.017
9	.561	.071	.115	.173
36	.552	.044	.043	.118
22	.513	.058	.115	.021
13	.483	.158	.067	.349
27	.427	.001	.047	.408
10	.417	.342	.023	.072
28	.005	.677	.061	.044
24	.119	.674	.041	.070
32	.135	.563	.109	.007
12	.051	.512	.046	.020
8	.126	.507	.136	.101
35	.001	.419	.055	.143
2	.257	.413	.142	.033
4	.107	.026	.845	.070
26	.115	.038	.837	.081
15	.019	.028	.695	.009
25	.168	.083	.059	.749
33	.138	.070	.024	.733
16	.210	.095	.222	.516
34	.340	.044	.040	.495
7	.262	.031	.161	.458
27	.427	.001	.047	.408

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education." Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

TABLE 9
FACTOR CORRELATIONS

	Factor 1	Factor 2	Factor 3
Factor 2	.214		
Factor 3	.338	-.039	
Factor 4	.353	.279	.168

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education." Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

36. The 1202 Commissions should formulate policies with respect to scholastic levels for student retention in colleges and universities.
22. The 1202 Commissions should select the top institutional administrators.
13. Capital expenditures for buildings should be administered by the 1202 Commissions.
27. The 1202 Commission should pre-audit the expenditures for all state funds for postsecondary education.
10. The 1202 Commissions should formulate admission policies that encourage educational opportunities for all students.

These nine statements can be divided into the three areas of student related affairs, personnel matters, and financial considerations for institutions. What is important to note is that all nine statements are related to institutional independence or autonomy. The issue statements in the student affairs area are related to commission control of student admissions, minimum scholastic levels, and the formulation of admission policies. The statements in the personnel area deal with commission control over the selection of top institutional administrators, the faculty workloads and tenure, and the promotion policies. The issue statements in the financial area specifically relate to 1202 Commission authority over institutional purchases, administration of capital expenditures, and preaudit of funds appropriated by the state.

Discussion of Factor Two

The issue statements that are represented in Factor Two, Access, cover access and equal educational opportunity in postsecondary education institutions and membership on the state 1202 Commissions. The specific issue statements included in Factor Two are the following:

28. The 1202 Commissions should encourage policies for student recruitment that affirm the principle of egalitarianism-equal opportunity for all.

24. One priority of the 1202 Commissions should be to encourage equality of educational opportunity for all students.
32. The 1202 Commission should include minorities in proportion to their representation of the state's general population.
12. Postsecondary education has become one of the normal expectations of nearly all well-to-do youth in American society; this opportunity should also be a realistic choice of all minorities and the poor.
8. State 1202 Commission membership should include women in proportion to their representation of the state's general population.
35. In the United States higher education has been regarded as a social responsibility; the 1202 Commissions should support this responsibility by encouraging broader public financial support.
2. The 1202 Commissions should provide the leadership in advocating open-door college admissions.

The seven statements in Factor Two can be split into two groups: equal educational opportunity, and minority and female representation on the state commissions. The significance in Factor Two is that the statements directly relate to the support of equal educational opportunity and representation of groups in postsecondary education that heretofore have not been represented on State-wide boards. The issue statements in the equal educational opportunity area focus on 1202 Commission support of broader access for all students and of open-door admissions. The issue statements in the representation area state that minorities and women should be represented on the state 1202 Education Commissions.

Discussion of Factor Three

The statements in Factor Three, Membership, cover public or lay board membership on the state 1202 Postsecondary Education Commissions. The issue statements focus on the efficiency of boards with public members and the difficulty of maintaining commissions with a majority of institutional representatives. The statements in Factor Three are listed as follows:

4. The 1202 Commissions should have a clear majority of public members who represent the general citizenry rather than of members who are direct representatives of postsecondary institutions.
15. If a 1202 Commission comprises a majority of institutional representatives it will find it difficult to maintain its credibility with state agencies.
26. A commission can deal more effectively with institutions if lay-board members are in the majority.

Discussion of Factor Four

The six statements in Factor Four, Commission Responsibilities, can be divided into two groups: general commission responsibilities and to whom the 1202 Commissions should provide information. The factor generally stresses state 1202 Commission responsibilities. The specific issue statements are the following:

7. The 1202 Commission should examine the compatibility of budget requests made by institutions or sub-systems of institutions with the state-wide plan for support of postsecondary education.
16. New academic programs developed by institutions in a state should be approved by the 1202 Commissions.
25. The 1202 Commission should be a primary source of information for the Governor.
27. The 1202 Commission should pre-audit the expenditures of all state funds for postsecondary education.
33. The 1202 Commission should be a primary source of information for the state legislature.
34. The 1202 Commissions should establish standards for evaluating institutional practices in allocating and utilizing their resources.

The statements in the responsibility area cover approval of new institutional programs, establishment of standards for evaluating institutions in their allocation of resources, examination of institutional budget requests as they relate to statewide plans, and preaudit of state funds. The other statements concern to whom the 1202

Commissions should provide information.

The factor scores for the entire sample with modal replacement are presented in Table 10. It should be pointed out that, because the factor structure matrix represents the unstandardized regression coefficients, the formulae for computing factor scores listed below are based on these loadings:

**Institutional
Independence**

**Factor 1
(all Statements added)**

Statement 3 . 6198
Statement 9 . 6760
Statement 10 . 5233
Statement 13 . 5956
Statement 20 . 5810
Statement 22 . 4797
Statement 23 . 6471

**Lay-board
Representation**

**Factor 3
(all Statements added)**

Statement 4 . 7983
Statement 15 . 6889
Statement 26 . 8104

**Equal Opportunity
and Access**

**Factor 2
(all Statements added)**

Statement 2 . 4723
Statement 8 . 5006
Statement 12 . 4973
Statement 24 . 6699
Statement 28 . 6885
Statement 32 . 5688
Statement 35 . 4610

**Commission
Responsibilities**

**Factor 4
(all Statements added)**

Statement 7 . 5686
Statement 16 . 6012
Statement 25 . 7032
Statement 27 . 5671
Statement 33 . 6995
Statement 34 . 6336

It should be noted in Table II that Factor One, Institutional Independence, has a mean indicating that the 1202 Commission members favor a hands-off policy on institutional matters relating to faculty and administrative personnel matters, formulation of institutional policies governing equal educational opportunity, and internal administrative matters. The mean for Factor Two, equal opportunity and access, demonstrates support for broader access to postsecondary education institutions, for programs encouraging broader access, and for female and minority representation on the

TABLE 10
FACTOR SCORES FOR ENTIRE SAMPLE WITH MODAL REPLACEMENT

Factor	Mean	Standard Deviation	Key*
1 (Institutional Independence)	13.69	4.53	DS = 5.33 D = 10.65 DWR = 15.98 AWR = 21.31 A = 26.63 AS = 31.96
2 (Equal Opportunity and Access)	16.24	2.95	DS = 3.86 D = 7.72 DWR = 11.58 AWR = 15.43 A = 19.29 AS = 23.15
3 (Lay-Board Representation)	9.66	2.77	DS = 2.30 D = 4.60 DWR = 6.90 AWR = 9.19 A = 11.50 AS = 13.79
4 (Commission Responsibilities)	15.32	3.55	DS = 3.77 D = 7.55 DWR = 11.32 AWR = 15.09 A = 18.87 AS = 22.64

*The key on the extreme right of the table was calculated by multiplying the factor loadings for the respective statements by the numbers assigned to disagree strongly, disagree, disagree with reservation, agree with reservation, agree, and agree strongly.

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education," Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

TABLE 11
FACTOR SCORES BY AGE

Age	N	Factor 1		Factor 2		Factor 3		Factor 4	
		Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.
20 - 23	32	55.4	8.3	52.6	9.8	50.9	9.7	55.2	8.4
35 - 50	171	50.0	10.7	51.0	9.7	50.3	10.4	49.3	10.0
51 - 65	218	48.7	9.4	49.0	10.3	49.0	9.8	49.6	10.0
66 - 84	42	52.1	9.9	49.0	9.3	53.3	9.1	50.6	10.2

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education," Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

1202 Commissions. Factor Three, lay-board representation, has a mean that indicates support for public or lay-board membership over institutional representation. The key factors are credibility and effectiveness. The mean in Factor Four, commission responsibilities, indicates that the 1202 membership wants to exercise leadership in the areas of institutional budget requests, new programs, and development of standards evaluating institutional use of their resources. Factor Four also suggests that the 1202 Commissions owe their allegiance to the governor and/or state legislature. At a minimum, the membership believes that they should be the primary source of information for the governor and/or state legislature.

1202 Commissioners' Responses to Four Factors by Subgroup

This segment of the analysis treats the 1202 Commission population as a heterogeneous group consisting of several subgroups, according to sex, group, primary occupation or business, level of work, educational level, field of educational study, estimated total income for one year, religion, and region of the country. It should be noted that all independent variable scores are compared against a mean of 50.0 and a standard deviation of 10.0. Each variable is analyzed against the four factors: (1) institutional independence, (2) equal opportunity and access, (3) lay-board representation, and (4) commission responsibilities.

It should be noted that no attention is paid in this analysis to the interrelationships of the demographic variables. Earlier in this chapter a table was provided to indicate the interrelationships between independent variables. It can be observed that there are various independent variables with a significant relationship at the .05 level.

Age Subgroups. The age variable is divided into four age subgroups (see Table II). The youngest age group (20-23 years of age) demonstrates a mean in Factor One, institutional independence, stressing significant support for institutional independence as does the next age group (35-50). The next to the oldest group (51-65), when compared to the other three groups, is the least supportive of institutional independence for higher education. The oldest age group (66-84) agrees strongly with Factor One, but not to the extent indicated by the youngest age groups.

There are only moderate differences among the age subgroups in their attitude about Factor Two, access. The first two age groups (20-23 and 35-50) have mean scores indicating support for access. The next two age groups (51-65 and 66-84) are below the mean of 50, indicating minor concern, but not strong disagreement, with the access question.

Factor Three, lay-board representation, has support from three of the four age subgroups (20-23, 35-50, and 66-84), with very minor disagreement from the 51-65 age subgroup.

It appears that the young subgroup (20-23) has a strong desire to be involved with and to support Factor Four, commission responsibilities. Generally speaking, the next two age groups (35-50 and 51-65) are not nearly as enthusiastic in their support of these commission responsibilities, but their disagreement demonstrates only minor concern. The older age subgroup (66-84) also supports the area of commission responsibilities.

Sex Subgroups. The male commission members, who are in the clear majority, are below the mean of 50 by only .4 percent in their support of Factor One, institutional independence, but the female commission members very strongly support it (see Table 12).

The male-female disagreement gap is even greater with reference to Factor Two, access. The mean for the male commission members indicates disagreement, while the mean for the female commission members indicates strong agreement.

Lay-board representation is not an issue that causes any great disagreement among male and female 1202 Commission members. The female board members agree that there should be lay-board representation, while the male members narrowly disagree.

Factor Four, commission responsibilities, has a wider gap of disagreement. The male commission members are on the verge of disagreement, while the female members are in strong agreement. Finally, it can be observed that the male commission members disagree on all four factors, while the female members agree and/or agree strongly on all four.

Ethnic or Racial Subgroups. The ethnic or racial variable is divided between the caucasian and all other groups (blacks, Spanish-speaking, American Indians, and Orientals) combined (see Table 13). Between these two main subgroups, the difference in opinions

TABLE 12
FACTOR SCORES BY SEX

Sex	N	Factor 1		Factor 2		Factor 3		Factor 4	
		Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.
Male	369	49.6	10.0	48.8	9.4	49.7	10.0	49.4	10.0
Female	84	52.3	10.1	55.5	10.8	51.1	10.2	53.1	9.2

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education," Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

TABLE 13
FACTOR SCORES BY GROUP

Group	N	Factor 1		Factor 2		Factor 3		Factor 4	
		Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.
Caucasian	398	49.4	9.7	48.9	9.3	50.1	10.0	49.4	10.0
All Others	56	54.9	11.0	58.5	10.2	48.9	10.5	54.7	8.6

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education," Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

are significant. The caucasian commission members disagree at a midpoint level on Factor One, institutional independence, while the minority commission members strongly support it.

The difference of opinion is even greater on Factor Two, access. The caucasian subgroup disagrees with this factor, but the minority commission members very strongly support broader access to postsecondary institutions.

On Factor Three, lay-board representation, the agreement-disagreement is reversed. The minority group members disagree; the caucasians agree.

The minority groups support Factor Four, commission responsibilities, while the caucasian members slightly disagree with this factor.

Occupational Subgroups. The occupational variable has four subgroups: (1) agriculture, artists/performers, and all other groups; (2) business/commercial people; (3) professionals; and (4) public service workers (see Table 14). The first and second subgroups, agriculture, et al., business, support Factor One, institutional independence; the professionals and the public service workers do not.

The business subgroup is the only one not supporting Factor Two, access. The remaining three subgroups agree that broader access is important, with public service workers in stronger agreement than the other two.

With reference to Factor Three, lay-board representation, it is interesting to note that the professionals disagree more strongly with it than do the first subgroup. The other two subgroups (business and public service) are in strong agreement with Factor Three.

On Factor Four, commission responsibilities, the only disagreeing subgroup is the first one (agriculture, et al.). The remaining three agree.

Level of Work Subgroups. The level of work categories are owners/executives; middle management; and clerks, sales workers, laborers, service workers, and all others combined (see Table 15). The first subgroup (owners/executives) disagrees with Factor One, institutional independence, while the remaining two subgroups strongly agree.

The results for Factor Two, access, are consistent with Factor One. The owners and executives disagree strongly with broad and

TABLE 14
FACTOR SCORES BY OCCUPATION

Occupation	N	Factor 1		Factor 2		Factor 3		Factor 4	
		Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.
Agriculture and Other	75	51.1	10.5	50.0	10.8	49.2	10.4	49.9	9.9
Business/ Commercial	106	50.7	10.7	47.3	11.0	52.5	9.4	50.3	10.6
Professional	224	49.9	9.7	50.9	9.6	48.6	10.4	50.0	9.7
Public Service	50	48.2	9.0	52.5	6.5	52.1	7.3	50.1	10.4

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education," Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

TABLE 15
FACTOR SCORES BY LEVEL OF WORK

Level of Work	N	Factor 1		Factor 2		Factor 3		Factor 4	
		Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.
Owner/ Executive	320	49.5	10.1	48.7	9.7	50.1	10.1	49.4	10.3
Middle Management	48	52.1	8.1	52.6	9.6	50.0	8.5	51.6	9.6
Clerical, Sales Worker, Laborer, Service Worker, and Other	74	51.7	10.4	53.8	10.3	49.8	10.6	51.5	9.6

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education," Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

equal access, while the remaining two subgroups agree strongly. It should be noted that the difference of opinion is somewhat greater than in the previous factor.

On Factor Three, lay-board representation, the first two groups agree, and the third group, with a mean of 49.8 disagrees.

The mean for subgroups two and three indicates that they agree with Factor Four, commission responsibilities, but the first group disagrees. It can be noted that the owners and executives were almost consistent in their disagreement about the factors, except for their agreement with lay-board representation. The second subgroup, middle management, agreed with all four factors, but the third group, all other workers, disagreed only with Factor Three, lay-board representation.

Education Subgroups. The education variable is divided into four subgroups: (1) high school diploma, some college, and/or an associate of arts degree; (2) bachelor's degree; (3) some graduate work and/or a master's degree; (4) doctorate (see Table 16).

It is difficult to assess why, but the doctoral subgroup disagrees with Factor One, institutional independence. The other three education subgroups agree with it. The first and third subgroups both agree with Factor Two, access. On Factor Three, lay-board representation, the range of agreement varies, but the first three subgroups support it, while those with doctorates do not. The commission member positions for Factor Four, commission responsibilities, are similar to those expressed for Factor Three, lay-board representation. The second and fourth subgroups (bachelor's and doctorate degrees) both disagree with Factor Four, commission responsibilities. The variance for commission members holding a bachelor's degree is 11.6. It is of interest to note that the doctoral level commission members disagree with all four factors; and, with the exception of the second group's disagreement on Factor Four, the first three groups agreed on all four factors.

Area of Study Subgroups. The field in which commission members received their last degree is divided into four areas (see Table 17): (1) humanities, arts, and human services, (2) social science and education; (3) business; and (4) engineering, science, and agriculture. Only the business subgroup agrees on Factor One, institutional independence; the others disagree. The second and third

TABLE 16
FACTOR SCORES BY EDUCATION

Education	N	Factor 1		Factor 2		Factor 3		Factor 4	
		Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.
High School Diploma, Some College, and AA	48	55.1	8.3	51.2	7.5	52.5	8.1	52.1	7.1
BA	60	50.0	10.3	47.6	11.6	51.9	10.2	51.0	10.0
Some Graduate Work, MA	174	51.5	10.2	51.6	9.9	50.8	9.6	51.1	10.3
Doctorate	171	47.4	9.4	49.0	9.9	47.8	10.6	48.1	10.0

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education," Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

TABLE 17
FACTOR SCORES BY FIELD OF EDUCATION

Field	N	Factor 1		Factor 2		Factor 3		Factor 4	
		Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.
Humanities, Arts, and Human Services	30	48.3	9.3	47.9	10.7	52.3	9.2	50.1	8.1
Social Science and Education	147	47.9	10.4	50.8	10.8	48.1	11.2	49.6	10.5
Business	48	51.2	8.8	50.1	8.9	50.2	9.9	50.4	10.2
Engineering, Science, and Agriculture	43	48.8	10.8	46.3	9.8	48.6	10.7	45.4	11.1

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education," Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

subgroups support Factor Two, broader access; subgroups one and four do not. The fourth subgroup disagrees more strongly than the first subgroup.

Income Subgroups. The income variable is divided into three subgroups (see Table 18): (1) less than \$6,000 to \$24,999; (2) \$25,000 to \$49,999; and (3) \$50,000 and above. There is more agreement than disagreement on Factor One, institutional independence, among the income subgroups. The first and third subgroups agree, with stronger agreement expressed by the first subgroup; the second subgroup strongly disagrees.

The only income group supporting Factor Two, access, is the first one. Subgroups one and two disagree with Factor Three, lay-board representation, while subgroup three agrees.

The first subgroup, the lowest income group, is alone in its support of Factor Four, commission responsibilities, as on Factor Two.

Religious Subgroups. The religious subgroups are (1) Jews, Latter Day Saints, and others; (2) Protestants; and (3) Catholics (see Table 19). The first and third groups (Jews, LDS, and others, and Catholics) have a mean of 50 or above on Factor One, institutional independence; the Protestants have a mean slightly below the mean of 50, indicating some disagreement.

The groups are split on Factor Two, access, with the first group indicating minor disagreement, the second group indicating a mean of 50, and the third group indicating support.

Factor Three, lay-board representation, is supported by the first and second subgroups, with the third subgroup in strong disagreement.

The first and third subgroups agree with Factor Four, commission responsibilities, as they did with Factor One. The second subgroup slightly disagrees, and the standard deviation does not indicate any variance.

Region of the Country Subgroups. The region of the country variable presents the most subgroups: (1) Far West, (2) Midwest, (3) Southwest, (4) Southeast, (5) Middle Atlantic, and (6) New England (see Table 20).

The first three regional subgroups agree with Factor One,

TABLE 18
FACTOR SCORES BY INCOME

Income	N	Factor 1		Factor 2		Factor 3		Factor 4	
		Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.
Less than \$6,000 - \$24,999	112	52.6	8.7	53.0	9.4	49.7	10.0	53.1	8.3
\$25,000 - \$49,999	197	47.8	10.2	49.2	10.0	48.9	10.6	47.9	9.7
\$50,000 & above	123	50.5	9.8	48.2	10.0	51.3	9.1	49.7	10.5

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education," Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

TABLE 19
FACTOR SCORES BY RELIGION

Religion	N	Factor 1		Factor 2		Factor 3		Factor 4	
		Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.
Jewish, LDS, Others	41	52.2	11.0	49.9	10.1	51.2	8.8	50.1	8.5
Protestant	302	49.9	9.7	50.0	9.6	50.2	9.5	49.9	10.0
Catholic	84	50.0	9.3	51.5	10.0	48.4	11.3	51.0	10.4

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education," Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

TABLE 20
FACTOR SCORES BY REGION

Region	N	Factor 1		Factor 2		Factor 3		Factor 4	
		Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.
Far West	52	50.6	8.3	50.5	10.6	53.6	7.5	51.5	10.2
Midwest	106	51.5	8.2	49.7	10.0	52.6	8.1	52.1	8.3
Southwest	36	54.3	12.9	49.5	9.9	50.7	9.6	52.2	12.9
Southeast	123	49.7	10.0	50.3	10.6	49.1	10.7	50.3	9.1
Middle Atlantic	64	48.0	10.6	49.1	9.3	46.9	11.2	45.9	10.1
New England	69	47.6	10.6	49.6	9.2	47.6	9.9	48.1	10.9

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education." Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

institutional independence. The remaining three disagree, with the New England area disagreeing more strongly than the other two.

Four regions of the country disagree with Factor Two, access. Although marginal, the disagreement does exist. Only the Far West and the Southeast support broader access to postsecondary education institutions.

Factor three, lay-board representation, support is split, with the Far West, Midwest, and Southwest subgroups for it and the Southeast, Middle Atlantic, and New England subgroups against it. The latter two subgroups tend to disagree very strongly.

It can be observed that the Far West subgroup agrees with all four factors, and the Middle Atlantic and New England subgroups disagree with all four factors.

Cluster Analysis

Up to this point, the factor analysis technique has been utilized to cluster items according to commission member answers. In order to view subgroup differences from another perspective, the individuals can be clustered according to their answers. After various cluster solutions (2,3,4,5) were reviewed, a three-cluster solution was accepted, because of a large proportional increase in the error sum of squares in moving from the three- to the two-cluster solution. The two-cluster solution was the most interpretable, but the loss of information in a two-cluster solution was significant. It should be pointed out that, in this analysis, the sample was very homogeneous. The first fifty-six fusions did not increase the error sum of squares at all; essentially, this means that those fusions were identical pairs. The last few groupings did increase the error sum significantly. The five-cluster solution presented some interpretable differences, but few were significant from the F-ratios and the t-tests. The increase in error sum for the three-cluster solution was 15.044. Table 21 presents the Cluster Analysis with mean scores on eleven variables for three commission member clusters.

It should be noted that the factor analysis differs from the cluster analysis in the following ways. The factor analysis clusters the items according to commission members' answers. The cluster analysis clusters individuals according to their responses.

A cluster analysis of a random sample of 248 subjects was performed utilizing Ward's (1963) hierarchical Cluster Algorithm.

TABLE 21

CLUSTER ANALYSIS WITH MEAN SCORES ON 11 VARIABLES FOR THREE COMMISSION MEMBER CLUSTERS

Variable	Cluster I (N=86)	Mean Scores Cluster II (N=136)	Cluster III (N=77)
Age	53.4	51.9	48.1
Level of Work (Range = 1-4)	1.1	1.1	3.7
Educational Level (1 = high school diploma; 7 = doctorate degree)	5.9	4.9	5.0
Income (1 = \$6,000; 8 = \$100,000 or more)	5.3	5.2	4.2
Percent Male	91.9	70.6	34.7
Percent Female	5.9	17.7	46.2
Percent Minority	3.5	18.4	30.8
Factor One	41.3	55.0	52.3
Factor Two	44.6	52.3	55.5
Factor Three	48.2	51.6	47.7
Factor Four	39.8	55.5	54.7

*Mean scores are compared against a mean score of 50.0.

Source: J. Leonard Salazar, "State 1202 Commission Member Characteristics and Positions on Issues of Importance to Postsecondary Education." Unpublished Ed.D. thesis. The Pennsylvania State University, 1977.

A squared Euclidean distance measure (d^2) was used to establish the similarity matrix. A random sample of 248 subjects was used instead of the useable 449 subjects because: (1) the amount of computer time, coupled with the enormous and significant cost, did not permit the use of the total sample; (2) no significant differences on any of the cluster analysis for the total sample occurred when compared against the random sample.

The profile of Cluster I ($N=86$) may be described as follows. The commission members in Cluster I are the oldest (average age of 53.4 years). They own businesses or are executives. Their educational level is the highest of the three clusters, and their income for one year is in the area of \$50,000. Cluster I has a majority of males (91.9 percent) and a minority of females (5.9 percent) and other minority groups (3.5 percent).

The reaction of this first cluster to the four factors (institutional independence, access, lay-board representation, and commission responsibilities) is one of nonsupport or disagreement, with mean scores of 41.3, 44.6, 48.2, and 39.8, respectively. Strong disagreement occurs on Factors One, institutional independence, and Four, commission responsibilities, with less pronounced disagreement on Factors Two, access, and Three, lay-board representation.

The profile of Cluster II ($N=136$) is as follows. The average age of the members is 51.9, and, like Cluster I, these members are business people or executives. Their educational level is not as high as Cluster I, but their income level is nearly the same, i.e., in the \$50,000 range. There are fewer males (70.6 percent) and a greater percentage of females and minorities (17.7 percent and 18.4 percent, respectively).

Their reactions to the four factors greatly contrasts with the Cluster I group. In every factor case, they agree or agree strongly, with the range of agreement from 51.6 on Factor Three to 55.5 on Factor Four.

The commission members included in Cluster III ($N=77$) are the youngest of the three cluster groups. Their average age of 48.1 is below the mean age (51.5) of all commission members responding to the inquiry. Their level of work contrasts sharply with that of the other two clusters. The mean score of 3.7 indicates that the Cluster III group are not business owners, executives, or middle management but are more service oriented professionals. This clus-

ter group is slightly further along educationally than Clusters I & II, but their income level for one year is far below (above \$24,999 but well below \$50,000) the other cluster groups. This cluster group has the largest percentage of females (46.2) and minority group members (30.8). Males comprise only 34.7 percent of this cluster population.

The commission members in Cluster III agree strongly with Factors One, institutional independence; Two, access; and Four, commission responsibilities; but disagree with Factor Three, lay-board representation. In all probability, this is due to the large number of females and minority group members who make up this cluster and their possible view of limited representation on boards for lay members.

Conclusion

With regard to 1202 Commission composition, the members, as a group, favor a membership that has a majority of public members because they believe that state commissions can be more effective if the general public has a voting majority. They believe that this type of membership can deal more effectively with institutions and state agencies. The commission members agree that the 1202 Commissions also should reflect the full range of postsecondary education, including proprietary institutions.

The 1202 members as a group express neither support nor opposition to the proposition that membership include women in proportion to the state's general population. The commission members again avoid strong agreement or disagreement on the issue of minority participation in proportion to the state's population. The 1202 members disagree, with reservation, that their own state 1202 membership is not representative of the full range of postsecondary education.

On the subject of accessibility to institutions of higher education, the 1202 members feel that this level of education should be a realistic choice for all low-income and minority groups. The membership also feels that the commissions should encourage equality of educational opportunity, as well as recruitment policies reflecting that commitment.

The commission members do not feel that student aid should be awarded on the basis of merit alone, but that need should be an

important criterion. The 1202 members show neither strong agreement or disagreement with their role in formulating financial aid programs for low-income and minority students, but they believe that they have the responsibility to encourage broader financial support for postsecondary education. The respondents do not strongly agree or disagree with the statement suggesting that the portion of total costs of higher education paid by individuals and their families be increased. There is little evidence to suggest that the commission members believe they should provide the leadership in advocating open-door admissions.

The inquiry that was sent to the commission members did give some important insights into how they perceive various areas of commission responsibility. The 1202 members do not view themselves as responsible for preauditing state funds allocated for postsecondary education, but they feel that they should examine institutional budget requests and determine the compatibility with the state plan. There is some evidence to suggest that commission members also feel responsible for the establishment of standards for evaluating institutional practices in allocating and utilizing their resources. The commissions do not believe that they have the responsibility for establishing limits on institutional purchases or the administration of capital expenditures for buildings.

On faculty personnel matters, the 1202 members do not believe that they should intervene in the establishment of promotion and tenure policies or be responsible for faculty workloads. The selection of top institutional administration is clearly not viewed as their responsibility.

In the programmatic area, the 1202 membership believes it has the responsibility to diversify the state higher education system to serve student needs better. There is little evidence that the membership believes that new academic programs should be approved by the 1202 commissions. There is no evidence to suggest that members believe that they should keep a watchful eye on the development of compensatory programs. The members desire no responsibility for the control of general policies on student admissions or the formulation of institutional retention policies.

The commission members do feel that they should determine the priorities for funding postsecondary education by federal programs, but they do not express strong agreement or disagreement on whether they should coordinate institutional research supported

by federal funds.

Within the concerns of planning, coordination, and federal control, the commission members were asked if the 1202 Commission should consider planning or coordination their primary function. During the past few years, this has been a point of controversy. Huitt (1973, pp. 2-3), speaking for the National Association of State Universities and Land-Grant Colleges, points out that the 1972 legislation authorized only planning functions for the 1202 Commission and that coordination was not part of the legislative language. Concern was also expressed by the association about the extent of the authority claimed for the United States Commissioner of Education. The commission members responding to the inquiry overwhelming support planning as the commission's primary function. However, statewide coordination is also a function that the commission members feel should be a priority.

The commission members also were requested to express their views on federal control of state education functions. Specifically, they were asked if they viewed the 1202 Commission development as a federal plan to control postsecondary education planning and coordination. The commission members expressed neither strong agreement or disagreement with this statement.

CHAPTER VI

SUMMARY OF FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

The purpose of this study was primarily to investigate positions expressed by state 1202 Postsecondary Education Commission members on issues of critical importance to postsecondary education. Second, it undertook to relate available objective factual data regarding the social, educational, and economic characteristics of the 1202 commission members to the positions expressed and to analyze some of the social and educational implications of these characteristics when viewed alone.

The main issues of study were the views of the state 1202 Commission members concerning (1) membership and composition of the 1202 Commissions, (2) access to postsecondary education, and (3) duties and responsibilities of commission members. Data for the research were gathered by the use of a questionnaire on which 1202 Commission members rated their agreement or disagreement with issue statements related to each of the three areas of study. This final chapter summarizes the major findings of the study, presents the major conclusions, and advances some brief discussion and recommendations.

Major Findings

Characteristics of Commission Members. From the results of this study, there can be little doubt that the 1202 Commissions in their present makeup collectively represent an elite group. The data suggest that the 1202 Commissions are composed heavily of white males, who are well educated, earn exceptionally high income, and are business executives or professionals such as lawyers and doctors.

Views on Representation. The commission members generally support the concept of lay-board representation. They indicate that this type of commission makeup can deal more effectively with both the institutions and the various state agencies. There is support for commissions representing the full range of postsecondary education but little support or agreement that more women and

minority group members should be included on the commissions.

Access to Postsecondary Education. The commission members generally advocate open access to postsecondary education, as well as the coordination of the efforts and means to achieve it. However, the members indicate that they do not wish to assume the responsibility for directing or governing implementation of open access. This is shown by their willingness to encourage broad financial support for postsecondary education, on the one hand and a lack of agreement that the formulation of financial aid programs is a function within their jurisdiction, on the other.

Duties of 1202 Commission Members. The state 1202 Commission members, seen collectively, evidence confusion about the duties their commissions are to perform. This is perhaps due to the combined state and federal mandates many of them hold. Concerning some of the specific duties presented to them, the members feel some responsibility to coordinate postsecondary education at the state level by involving themselves in institutional affairs, but their support for such intervention is not uniform in all areas. The members feel that they should participate in institutional decisions regarding the allocation and utilization of resources, but they also show that they want no part of faculty personnel matters, administrative appointments, or institutional program development. In program areas, they feel that they should have a part in diversifying the state higher education system to serve student needs better but desire no responsibility for controlling the programs at the institutional level. The members consider both state-level planning and coordination to be the primary functions of their official bodies — a finding that suggests difficulty in maintaining the federal statutory delimitation of 1202 Commission functions to planning alone.

Views on More Specific Questions

Of the nine basic questions to which the thirty-seven issue statements are related, commission members agreed with eight. Possible rating ranges were from 1 (disagree strongly) to 6 (agree strongly). Agreement varied from a mean rating of 3.59 on research question one (To what degree do the state 1202 postsecondary education commission members express the willingness to support

broad representativeness of membership?) to 4.69 on research question seven (To what degree do the state 1202 postsecondary education members express primary allegiance to the governor and legislature?). The commission members disagreed with question nine, which expresses the need of the 1202 Commissions to supersede the power of institutions to govern themselves.

Similar findings came from the analysis of subgroup views. Through factor analysis, four factors emerged: Factor One, institutional independence; Factor Two, access to postsecondary education; Factor Three, lay-board representation; and Factor Four, commission responsibilities.

The commission members, when grouped by factor-related statement responses, did not agree with Factor One, institutional independence. The mean score placed the members between disagree with reservation and disagree. These findings imply that the commission members are not in favor of institutional independence in its totality but agree that institutions have the right and the obligation to maintain their institutional independence in certain areas.

The commission view on institutional independence carries over into Factor Two, access to postsecondary education. The commission members, in this case, support the principle of equal access, but they do not want to initiate or assume the responsibility for program development. The implication is that educational institutions should carry the burden of responsibility for access, while the 1202 Commissions will most readily perform an advocacy role in this regard.

The 1202 Commission members agree with Factor Three, lay-board representation for state boards. Efficiency and credibility seem to be the primary considerations in their agreement with this factor.

The members agree, with reservation, on Factor Four, commission responsibilities, which has two components: (1) exercising leadership on consensual or mandated commission roles related to coordination of state institutional resources and (2) determining the locus of commission allegiance.

The commission members generally agree that they should provide the leadership in eliminating duplication of programs and utilizing the financial resources of the state. However, they are reluctant to intervene in the internal affairs of the higher education institutions. This, in some cases, makes them unable to obtain the

needed facts upon which to base rational decisions.

The commission members, on the issue of commission allegiance, support governors and state legislative bodies who normally appoint them. For this specific reason, the commissions tend to be a primary source of information for the governors and the legislative bodies, and their allegiance leans in that direction.

Commissioners' Responses to Four Factors by Special Subgroup.

The data on subgroup differences across the four factors proved to be very interesting. Within the various age subgroups, minimal degrees of difference were expressed, but some differences were seen between the groups. The youngest subgroup (20-23) agreed with all four factors; the oldest subgroup (51-65) disagreed with all. The margin of disagreement by the latter group, however, was very little in most factor cases. In sum, differences of opinion exist among the various age subgroups, but they are not of great magnitude.

The differences in male-female positions on the four factors contrasted greatly. Not only was there disagreement, but the margin of disagreement, in every case, was statistically significant. Females were clearly more supportive of access. This disparity held true when the scores on the four factors were compared by group. The caucasian subgroup and the minority subgroups do not agree on any of the factors. This finding appears particularly noteworthy in light of the theme on representation. It can be concluded that the commission, as a total group, would respond differently if more females were appointed on the commissions. This is especially true with reference to Factor Two, access, and Factor Three, lay-board representation.

In contrast to the findings on the basis of sex and racial makeup, there was no consistent pattern of agreement or disagreement among the various occupational subgroups. The public service subgroup disagreed with Factor One, institutional independence; the business/commercial subgroup disagreed very strongly with Factor Two, access, and agreed strongly with Factor Three, lay-board representation. These last two cases were the most extreme of the entire occupational variation.

In the level of work variable, middle management agreed with all factors; owners and executives disagreed with all factors,

with the exception of Factor Three, lay-board representation; and the members in sales, service, and clerical jobs agreed with all the factors except Factor Three, lay-board representation.

By educational background, there were conflicting views between those commission members with terminal degrees and those with a high school education, some college, or an associate degree. The other subgroups agreed on every factor, with the exception of those holding a bachelor's degree who disagreed with Factor Two, access.

There were contrasting factor scores when the variable under scrutiny was income. The middle-income subgroups disagreed with every factor, while the lowest income subgroup supported all the Factors, with the exception of Factor Three, lay-board representation. The high income subgroup agreed with Factors One, institutional independence, and Three, lay-board representation, and disagreed with Two, access, and Four, commission responsibilities.

The religious subgroups were very much alike in their views. The only subgroup disagreeing strongly were the Catholics on Factor Three, lay-board representation. In three cases, a mean of 49.9 was registered; in four cases, a mean of 50.0.

Commissioners from the various regions of the country viewed the factors quite differently. The Middle Atlantic and New England regions disagreed with all factors, while the Far West agreed with all. The Midwest and Southwest disagreed only with Factor Two, access; while the Southeast agreed with this factor and with Factor Four, commission responsibilities, they disagreed with Factors One, institutional independence, and Three, lay-board representation. The only significant conclusion is that the composition is more homogeneous in certain parts of the country, leading to conflicting responses from different geographical sections of the United States.

Views of Clusters of Respondent Commissioners

In order to see if differences on the issues existed by grouping individuals according to their answers, a cluster analysis was conducted. Three clusters emerged as the most workable groupings for analysis.

Cluster I, composed predominately of caucasian males with

high income, educational, and work levels disagreed with all four factors. The Cluster II group, which had quite a different composition, agreed with the four factors. This group included a high percentage of females and minority group members, and the educational level was not as high. The Cluster III group, composed of young commission members with the lowest income levels, high educational levels, low levels of work, and a high percentage of female and minority commission members, agreed with Factor One, institutional independence; Two, access; and Four, commission responsibilities, and disagreed with Factor Three, lay-board representation.

Conclusion

Several more specific themes were examined in this study. One was the representativeness of the state 1202 Postsecondary Education Commissions. The 1972 Amendments of the Higher Education Act of 1965, which authorized the establishment of the commissions, highlighted this particular point. Changes in statewide governance, at the state level, has led to a decentralization process. Continued growth and greater importance of statewide agencies is the order of the day. These agencies are delegated to handle information, decision-making, and fact finding overloads. Many states have augmented existing boards rather than establishing new commissions to meet the legislative requirements; others create entirely new state bodies as 1202 Commissions.

Despite this compliance, one conclusion from this study is that the state 1202 Commissions are not as representative as the legislation suggests it should be. The evidence supports a related conclusion that the 1202 membership is generally supportive of the notion of lay-board representation. From these two positions, taken together, state officials who appoint members to the commissions could be encouraged to utilize this mandate to appoint more persons who are laymen in higher education.

Another possible conclusion is that minorities are under-represented on 1202 Commissions. On the basis of this research, it appears to be essential that the 1202 Commissions include more minority group members, women, and representatives of institutions who have not shared in this important state effort, if the broad representation policy intended in the federal legislation is to be achieved. Broad representativeness on the 1202 Commissions

is believed needed to serve students, communities, states, individual institutions, and all of postsecondary education better. When broad representativeness on the state 1202 Commissions is attained, it can be expected to lead to the promotion of broader access to postsecondary education. Persons who desire and can benefit from education beyond high school then may have an opportunity to do so.

Looking at the data on wealth, occupation, and level of work, for example, the conclusion must be reached that as currently constituted the commissions are still strongly elitist in their composition. A call for further reform of commission composition strikes at the very heart of such elitism. The data illustrate that racial groups, women, individuals in lower and middle job and income brackets and other groupings are underrepresented on the 1202 Commissions.

A conclusion of a different nature is that commissioners, as a group and in general, exhibit some ambiguity in their understanding of the 1202 Commission function. This current confusion — another theme of the study — needs to be erased. Clearly, many state commission members do not yet fully realize that they have been charged with comprehensive postsecondary education planning with primary attention to federal programs, but with a concern for state resources as well. This responsibility may, but is not yet required to, extend to all sections of the Higher Education Act of 1965 as amended.

The United States Congress (1972) intended that the 1202 Commissions take the initiative (1) to increase the vocational education emphasis in American postsecondary education and (2) to develop programs in postsecondary education that would have an impact on broader segments of American society. Discussion of this congressional intent and related issues culminated in the congressional report of the 1972 Federal Amendments to the Higher Education Act of 1965. Concerning the commission functions, it reads, for example, that such state commissions may establish committees as task forces, make studies, conduct surveys, submit recommendations, and contribute the best available expertise for the commission. In the area of planning, the 1202 Commissions can expand the scope of inquiry by soliciting studies that will help improve, expand, and alter postsecondary education to serve better those individuals who desire and can benefit from this level of education. One important requirement was that state commissions

plan for all of postsecondary education, including technical institutes, vocational schools, proprietary institutions, and all other post high school institutions that traditionally have not been included in state planning and coordination efforts. The guiding principle for the state 1202 Commissions is the effective use of federal educational resources.

Recommendations

One way to strengthen the positions of 1202 Commission members, as they seek to perform these state and federal duties and responsibilities, is to provide them with additional assistance in understanding the roles of the commissions and their roles as members. Information and developmental sessions would provide the commission members with an adequate perspective of these expected roles and the ways in which they could effectively assume their statutory responsibilities. Existing staffs of 1202 Commissions have not yet established a full awareness and understanding of the commissions' functions in the minds of the members; this is not a criticism of these staffs, for there is no doubt a variety of reasons for this condition. It is a statement of fact that merits their attention and that of others, too.

Examination of the reasons for this condition was beyond the purpose and scope of this study. Whatever they may be, the need for education sessions for commission members is evident. Such sessions could help the commission members (1) respond to the demands of comprehensive statewide planning; (2) develop the proper climate for equal access to postsecondary education; (3) better identify methods for coordinating existing and new educational resources; (4) assess existing institutional capabilities; (5) provide, through existing institutions, adequate programs to meet student needs; and (6) provide the procedures to resolve differences between the various institutions, such as vocational technical schools, proprietary institutions, and major universities.

More specifically, and in order that the general actions suggested above can be initiated, four separate groups should be involved. These are (1) the 1202 Commissions themselves, (2) state governors and/or state legislative bodies, (3) officials of the federal government, and (4) educational researchers. This report closes with several more specific recommendations addressed to each of these

groups.

1. The 1202 Commissions need to review their mandates and assume a bold leadership role in state postsecondary educational affairs. They could act to improve the effect and use of federal resources by coordinating higher education programs throughout the state, developing a policy to insure equal access to institutions, and assuring representativeness on the commissions. They could contract studies from educational researchers and better utilize their own staffs to improve the overall quality of the commissions. Briefly stated, the state 1202 Postsecondary Education Commissions need to (1) carefully establish policies and procedures to keep planning and governing separate; (2) set in motion group education procedures to encourage broader consensus (at least on issues) across the various subgroups; and (3) establish cross-state communications linkages for the purpose of better state, regional, and national planning.

2. The governors and/or state legislative bodies could strengthen the state commissions with respect to their character as envisioned in the federal law by appointing individuals to the commissions who represent groups and educational interests not traditionally included. Appointments should be made to achieve broader representation, particularly of minorities and women. Legislation could be enacted that would provide a more concise mandate and direction to the commissions. This would encourage the 1202 members to take a greater interest in their appointments and therefore assume an imaginative leadership role that is presently not being exercised.

3. The federal government should make technical assistance available to the state commissions as mandated by law. Several lines of inquiry pursued in this study show a need for clarification of the understanding of commission functions within the total governing, planning, and coordinating framework of a state. Technical assistance from the federal offices closest to 1202 legislation, therefore, is needed. Whether this can be done effectively by the state planning office in the United States Office of Education at current strength is questionable. Minimal technical assistance coupled with the insecurity that comes from the unreliable funding pattern of the Congress and the Executive Branch generates anxieties concerning commission stability and can be viewed as contributing to the confusion of commission roles.

4. The educational researchers involved in this important area of postsecondary education should be reviewing the 1202 Com-

mission developments on a regular basis. Briefly stated, the research community should (1) establish analytical inquiry to develop needed information over time; (2) cooperate with state 1202 Commission staffs to perform research in relevant areas of need; and (3) assist in improving the level of understanding of 1202 Commissions in areas that are not well defined. Such studies could also lead to proposed changes and/or modifications in the existing legislation and state operating procedures for state commissions. The information and data could then be utilized by individuals concerned with the success of the state 1202 Commissions and postsecondary education in the United States.

APPENDIX A

1972 AMENDMENTS TO THE HIGHER EDUCATION ACT OF 1965

Section 196. Title XII of the Higher Education Act of 1965 is amended by adding after section 1201 the following two new sections:

State Postsecondary Education Commissions

Section 1202. (a) Any State which desires to receive assistance under section 1203 or title X shall establish a State Commission or designate an existing State agency or State Commission (to be known as the State Commission) which is broadly and equitably representative of the general public and public and private nonprofit and proprietary institutions of postsecondary education in the State including community colleges (as defined in title X), junior colleges, postsecondary vocational schools, area vocational schools, technical institutes, four-year institutions of higher education and branches thereof.

(b) Such State Commission may establish committees or task forces, not necessarily consisting of Commission members, and utilize existing agencies or organizations, to make studies, conduct surveys, submit recommendations, or otherwise contribute the best available expertise from the institutions, interest groups, and segments of the society most concerned with a particular aspect of the Commission's work.

(c)(1) At any time after July 1, 1973, a State may designate the State Commission established under subsection (a) as the State agency or institution required under section 105, 603, or 704. In such a case, the State Commission established under this section shall be deemed to meet the requirements of such sections for State agencies or institutions.

(2) If a State makes a designation referred to in paragraph (1)

(A) the Commissioner shall pay the State Commission the amount necessary for the proper and efficient administration of the Commission of the functions transferred to it by reason of the designation; and

(B) the State Commission shall be considered the

successor agency to the State agency or institution with respect to which the designation is made, and action theretofore taken by the State agency or institution shall continue to be effective until changed by the State Commission.

(d) Any State which desires to receive assistance under title VI or under title VII but which does not desire, after June 30, 1973, to place the functions of State Commissions under such titles under the authority of the State Commission established pursuant to subsection (a) shall establish for the purposes of such titles a State Commission which is broadly representative of the public and of institutions of higher education (including junior colleges and technical institutes) in the State. Such State Commissions shall have the sole responsibility for the administration of State plans under such titles VI and VII within such State.

Comprehensive Statewide Planning

Section 1203. (a) The Commissioner is authorized to make grants to any State Commission established pursuant to Section 1202 (a) to enable it to expand the scope of the studies and planning required in title X through comprehensive inventories of, and studies with respect to, all public and private postsecondary educational resources in the State, including planning necessary for such resources to be better coordinated, improved, expanded, or altered so that all persons within the State who desire, and who can benefit from, postsecondary education may have an opportunity to do so.

(b) The Commissioner shall make technical assistance available to State Commissions, if so requested, to assist them in achieving the purposes of this section.

(c) There are authorized to be appropriated such sums as may be necessary to carry out this section.

*The above is extracted from Senate Report No. 92-798 *Educational Amendments of 1972*. Conference Report. (Washington, D.C.: U.S. Government Printing Office, 1972, pp. 92-94).

APPENDIX B

STUDY QUESTIONNAIRE

March, 1976

THE CENTER FOR THE STUDY OF HIGHER EDUCATION

THE PENNSYLVANIA STATE UNIVERSITY
UNIVERSITY PARK, PENNSYLVANIA 16802

POSITIONS EXPRESSED BY STATE 1202 POSTSECONDARY EDUCATION COMMISSION MEMBERS ON ISSUES OF IMPORTANCE TO POSTSECONDARY EDUCATION

This inquiry is an important part of ongoing studies on statewide coordination and planning of public and private postsecondary educational institutions in the United States. It will focus on the views of State 1202 Postsecondary Education Commission members on: membership and composition of 1202 Commissions, access to postsecondary education, and duties and responsibilities of 1202 Commission members. This inquiry grows logically out of others on state coordination, institutional efficiency, statewide planning, administrative controls on management, and characteristics and dynamics of state coordinating agencies.

There are three sections. Section *A* requests views on selected issues, Section *B* requests some demographic information, and Section *C* is provided for additional comments.

SECTION A - ISSUE STATEMENTS

INSTRUCTIONS: Please indicate the extent of your agreement or disagreement on each of the issue statements. Circle the response to the right of the statement that best describes your position about the statement. *The six categories are as follows:*

DS - Disagree Strongly

D - Disagree

DWR - Disagree with Reservation

AWR - Agree with Reservation

A - Agree

AS - Agree Strongly

EXAMPLE:

The 1202 Commissions should leave the determination of staff salaries to individual institutions.

DS D DWR AWR **A** AS

1. The 1202 Commission should consider statewide planning to be its primary function.

DS D DWR AWR A AS

2. The 1202 Commission should provide the leadership in advocating open-door college admissions.

DS D DWR AWR A AS

3. The 1202 Commissions should establish policies for promotion and tenure of faculty members.

DS D DWR AWR A AS

4. The 1202 Commissions should have a clear majority of public members who represent the general citizenry rather than of members who are direct representatives of postsecondary institutions.

DS D DWR AWR A AS

5. The 1202 Commissions should determine the priorities for funding postsecondary education by Federal programs.

DS D DWR AWR A AS

6. The 1202 Commissions should support the principle that student aid be awarded on the basis of merit, not need.	DS	D	DWR	AWR	A	AS
7. The 1202 Commission should examine the compatibility of budget requests made by institutions or sub-systems of institutions with the statewide plan for support of postsecondary education.	DS	D	DWR	AWR	A	AS
8. State 1202 Commission membership should include women in proportion to their representation of the state's general population.	DS	D	DWR	AWR	A	AS
9. The 1202 Commissions should establish financial limits on institutional purchasing.	DS	D	DWR	AWR	A	AS
10. The 1202 Commissions should formulate admissions policies that encourage educational opportunities for all students.	DS	D	DWR	AWR	A	AS
11. The proprietary schools should be represented on the 1202 Commissions.	DS	D	DWR	AWR	A	AS
12. Postsecondary education has become one of the normal expectations of nearly all well-to-do youth in American society; this opportunity should also be a realistic choice of all minorities and the poor.	DS	D	DWR	AWR	A	AS
13. Capital expenditures for buildings should be administered by the 1202 Commissions.	DS	D	DWR	AWR	A	AS
14. The portion of total costs of higher education paid by individuals and their families should be increased.	DS	D	DWR	AWR	A	AS
15. If a 1202 Commission comprises a majority of institutional representatives it will find it difficult to maintain its credibility with state agencies.	DS	D	DWR	AWR	A	AS
16. New academic programs developed by institutions in a state should be approved by the 1202 Commissions.	DS	D	DWR	AWR	A	AS
17. The 1202 Commissions should diversify the state higher education systems to provide adequate options in order to serve the variety of students needs.	DS	D	DWR	AWR	A	AS
18. The 1202 Commission should consider statewide coordination to be its primary function.	DS	D	DWR	AWR	A	AS
19. The membership on the 1202 Commissions should reflect the full range of postsecondary education — all kinds of institutions.	DS	D	DWR	AWR	A	AS
20. Faculty workloads should be a responsibility outlined by the 1202 Commissions.	DS	D	DWR	AWR	A	AS
21. The 1202 Commissions should insure that compensatory programs are developed at the state level.	DS	D	DWR	AWR	A	AS

22. The 1202 Commissions should select the top institutional administrators.	DS	D	DWR	AWR	A	AS
23. The 1202 Commissions should control general policies on student admissions.	DS	D	DWR	AWR	A	AS
24. One priority of the 1202 Commissions should be to encourage equality of educational opportunity for all students.	DS	D	DWR	AWR	A	AS
25. The 1202 Commission should be a primary source of information for the Governor.	DS	D	DWR	AWR	A	AS
26. A 1202 Commission can deal more effectively with institutions if members representing the general public have a voting majority.	DS	D	DWR	AWR	A	AS
27. The 1202 Commission should pre-audit the expenditures of all state funds for postsecondary education.	DS	D	DWR	AWR	A	AS
28. The 1202 Commissions should encourage policies for student recruitment that affirm the principle of egalitarianism-equal opportunity for all.	DS	D	DWR	AWR	A	AS
29. The 1202 Commission development is part of a Federal plan to control postsecondary education planning and coordination.	DS	D	DWR	AWR	A	AS
30. In my state the 1202 Commission is not representative of the full range of postsecondary education.	DS	D	DWR	AWR	A	AS
31. The 1202 Commissions should coordinate institutional research supported by Federal funds.	DS	D	DWR	AWR	A	AS
32. The 1202 Commission should include minorities in proportion to their representation of the state's general population.	DS	D	DWR	AWR	A	AS
33. The 1202 Commission should be a primary source of information for the state legislature.	DS	D	DWR	AWR	A	AS
34. The 1202 Commissions should establish standards for evaluating institutional practices in allocating and utilizing their resources.	DS	D	DWR	AWR	A	AS
35. In the United States higher education has been regarded as a social responsibility; the 1202 Commissions should support this responsibility by encouraging broader public financial support.	DS	D	DWR	AWR	A	AS
36. The 1202 Commissions should formulate policies with respect to scholastic levels for student retention in colleges and universities.	DS	D	DWR	AWR	A	AS
37. The 1202 Commissions should formulate financial aid programs for low-income and minority students.	DS	D	DWR	AWR	A	AS

SECTION B - DEMOGRAPHIC INFORMATION

1. Age _____ 2. Sex: M _____ F _____
3. Of which of the following groups do you consider yourself a member? (check one)
Caucasian _____ Black _____ Spanish surname _____ American Indian _____
Oriental _____ Other (please specify) _____
4. Primary Occupation or Business. (check one)
Agriculture _____ Commercial/Business _____ Professional _____
Artist/Performer _____ Public Service _____ Other (please specify) _____
Level of Work. (check one)
Owner/Executive _____ Middle Management _____ Clerical _____ Sales Worker _____
Laborer _____ Service Worker _____ Other (please specify) _____
5. Please check the *highest* educational level you have attained.
High school diploma _____ Some graduate work _____
Some college _____ Masters degree _____
Associate degree _____ Doctorate degree _____
Bachelors degree _____
In which field of study was the last degree you received? _____
6. In what range would you estimate your total income for one year to fall?
Less than \$6,000. _____ \$25,000. to 49,000. _____
\$6,000. to 9,999. _____ \$50,000. to 74,999. _____
\$10,000. to 14,999. _____ \$75,000. to 99,999. _____
\$15,000. to 25,999. _____ \$100,000. or more _____
7. Of which one of the following religious groups, if any, do you consider yourself a member?
Jewish _____ Roman Catholic _____
Latter-day Saint _____ Other (please specify) _____
Protestant _____
8. List in order of importance up to three *professional* or *occupational* memberships you hold which you believe are the most significant.
1. _____ 2. _____ 3. _____
9. List in order of importance up to three *social* and/or *civic* memberships you hold which you believe are the most significant.
1. _____ 2. _____ 3. _____

SECTION C - COMMENTS (please use this space to advance any special comments or observations)

TO RETURN: Postage has been paid. Thank you very much for your cooperation.

APPENDIX C

MEAN AND STANDARD DEVIATION OF RATINGS OF 1202 COMMISSION MEMBERS IN RESPONSE TO ISSUE STATEMENTS, TOTAL SAMPLE*

Issue Statement	Mean	Standard Deviation
1. The 1202 Commission should consider statewide planning to be its primary function.	4.87	1.07
2. The 1202 Commissions should provide the leadership in advocating open-doc. college admissions.	3.41	1.47
3. The 1202 Commissions should establish policies for promotion and tenure of faculty members.	2.11	1.19
4. The 1202 Commissions should have a clear majority of public members who represent the general citizenry rather than of members who are direct representatives of postsecondary institutions.	4.34	1.49
5. The 1202 Commissions should determine the priorities for funding postsecondary education by Federal programs.	4.34	1.28
6. The 1202 Commissions should support the principle that student aid be awarded on the basis of merit, not need.	2.80	1.36
7. The 1202 Commission should examine the compatibility of budget requests made by institutions or sub-systems of institutions with the statewide plan for support of postsecondary education.	4.28	1.34
17. The 1202 Commissions should diversify the state higher education systems to provide adequate options in order to serve the variety of student needs.	4.20	1.29
18. The 1202 Commission should consider statewide coordination to be its primary function.	4.56	1.29
19. The membership on the 1202 Commissions should reflect the full range of postsecondary education — all kinds of institutions.	4.70	1.07

APPENDIX C (Continued)

	Issue Statement	Mean	Standard Deviation
20.	Faculty workloads should be a responsibility outlined by the 1202 Commissions.	2.07	1.05
21.	The 1202 Commissions should insure that compensatory programs are developed at the state level.	3.46	1.22
22.	The 1202 Commissions should select the top institutional administrators.	1.72	0.98
23.	The 1202 Commissions should control general policies on student admissions.	2.28	1.22
24.	One priority of the 1202 Commissions should be to encourage equality of educational opportunity for all students.	4.86	0.93
25.	The 1202 Commission should be a primary source of information for the Governor.	4.74	1.09
26.	A 1202 Commission can deal more effectively with institutions if members representing the general public have a voting majority.	4.03	1.38
27.	The 1202 Commission should pre-audit the expenditures of all state funds for postsecondary education.	2.95	1.45
28.	The 1202 Commission should encourage policies for student recruitment that affirm the principle of egalitarianism - equal opportunity for all.	4.45	1.10
29.	The 1202 Commission development is part of a Federal plan to control postsecondary education planning and coordination.	3.36	1.56
30.	In my state the 1202 Commission is not representative of the full range of postsecondary education.	2.64	1.38
31.	The 1202 Commissions should coordinate institutional research supported by Federal funds.	3.49	1.46
32.	The 1202 Commission should include minorities in proportion to their representation of the state's general population.	3.57	1.09
33.	The 1202 Commission should be a primary source of information for the state legislature.	4.64	1.10
34.	The 1202 Commissions should establish standards for evaluating institutional practices in allocating and utilizing their resources.	3.85	1.43
35.	In the United States higher education has been regarded as a social responsibility; the 1202		

APPENDIX C (Continued)

Issue Statement	Mean	Standard Deviation
Commissions should support this responsibility by encouraging broader public financial support.	4.31	1.23
36. The 1202 Commissions should formulate policies with respect to scholastic levels for student retention in colleges and universities.	2.74	1.29
37. The 1202 Commissions should formulate financial aid programs for low-income and minority students.	3.74	1.36

*The range of ratings is from (1) Disagree Strongly to (6) Agree Strongly.

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The Pennsylvania State University**

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